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A HISTORY OF PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN WESTERN CANADA

by

ⓒ RICHARD S. P. BAKA

A THESIS
SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled "A History of Provincial Government Involvement in Sport in Western Canada," submitted by Richard S. P. Baka in partial fulfilment of the requirements for the degree of Doctor of Philosophy.

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DEDICATION

To my family and especially my brother, Stan, the memory of whom remains with us always.

ABSTRACT

The purpose of this study was to trace provincial government involvement in sport in Western Canada. The main probelm was to describe the provincial government role in this field within a three-part framework. The first concerned an historical perspective of provincial government involvement in sport in each of the four western provinces of British Columbia, Alberta, Saskatchewan and Manitoba. Part two of the investigation involved the classification of sectors and the identification of the main components of the Canadian sport delivery system with a dual emphasis on placing provincial government structures within the total organizational framework. Finally, a third part was devoted to a review of and focused discussion of key issues and problem areas relative to Western Canadian provincial government involvement in sport.

The principal conclusion drawn was that provincial government involvement in sport in Western Canada gradually increased in scope to the point where the provincial public sector now plays a very significant role in the national sport delivery system. This increased involvement took place in each of the western provinces in a very different pattern of development both in terms of structure and programs, although several similarities existed.

In the four western provinces, provincial government rationale for developing an interest in sport varied over

the years. The two most persistent factors behind provincial public sector involvement in sport were a physical fitness concern and the close affiliation of sport to recreation, especially at the community level.

From a structural perspective, the Western Canadian provincial government agencies responsible for sport varied tremendously in terms of departmental location. A total of 17 different departments at one time or another housed their respective government agency designated to deliver sports services. Historically, the primary sport agency, in almost all cases, remained part of a larger recreation structure which over a period of time increased in stature within the provincial government bureaucracy.

The major funding priority to sports programs by Western Canadian provincial governments for many years was the sponsorship of leadership programs geared toward community recreation and, to a lesser extent, aid to provincial sport and recreation associations. Beginning in the 1960's and continuing into the present decade, two areas--facilities and games--assumed the top funding priorities, although leadership and other programs were funded as well. By 1977 sports services were being offered at an unprecedented level, with the western provinces having many similarities in this regard.

A number of key issues were identified as being factors influencing provincial government sports policies. These included: federal-provincial relations in sport;

the influence of certain leading provincial governments; lobbying by the private sector (i.e. public versus private sector control of sport); and the social, economic and political climate of the time.

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Appreciation is extended as well to the many individuals who agreed to be interviewed for this study. Finally, I would like to thank Ernie Nicholls, Bill Hallett, and my sisters Sue and Nancy, all of whom helped in some way to bring about the final product. To these individuals and others who have contributed in some way to this work, I would like to extend my sincere thanks and appreciation.

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CHAPTER I

INTRODUCTION

In recent years there have been tremendous changes in the Canadian sport system, both from the perspective of governance and participation. An extremely complicated and diverse network comprising the organizational framework of sport in Canada has developed due to an influx of new sport governing bodies, the emergence of public sector administration and the birth of special sport organizations--coupled with the growth of professional and amateur sport. On this point Taylor (1975:5-6) commented:

> Our structure is very complex and confusing. . . . We have Regional Games, Provincial Games, Summer Games, Winter Games, Arctic Games, Olympic Games, Pacific Games, Commonwealth Games, Pan Am Games, and Game Plan. We have initials, C.I.A.U., C.O.A., I.O.C., R.I.G., C.A.C. and C.O.J.O., add to that the Junior Olympics, Olympic Trust, Sport Canada, Recreation Canada, Sport Ontario, Sport Manitoba (sic), Mission '76, Sports Federation and Participaction. Twenty-six organizations and we haven't even scratched the surface yet.

With these modifications, especially in the last decade, there has been a tendency to merely add to or alter the sport system without any attempts being made to promote an understanding of its structure and the functions thereof. This feature is most noticeable at the federal government level. Confusion often reigns, for example, when mention is made of Sport Canada, Recreation Canada, the Canada Games or Sport

Participation Canada. As Ferguson (1973) cynically commented about this host of terms: ". . . I have launched a new project which for brevity's sake I'll call Definition Canada. Its aim is simple--define what all these other Canada's mean." Likewise, with provincial governments expressing a greater interest in sport, new administrative structures and new program areas have emerged at this level. The same is true of the private sector where there has been an increase in various types of sport organizations. The result of such an evolutionary system is that there would appear to be tremendous potential for misunderstanding and confusion as to the makeup of the organizational structure of sport in Canada and how it actually operates.

A review of the literature on this topic reveals some prominent studies which deal to some extent with the sport system. Research by Anderson (1974), Baka (1975), Bedecki (1971), Broom (1971), Chisholm (1977), Darling (1976), Galasso (1972), Gear (1973), Greaves (1976), Lansley (1971), McFarland (1969), Matthews (1974), Nicholls (1978), Olafson (1970), Semotiuk (1970) and West (1973) were very specific in their orientation in that these authors examined selected components of the system. In addition, a number of special government sponsored studies were completed, the most important of which were the Report of the Task Force on Sports for Canadians and a Report on Physical Recreation, Fitness and Amateur Sport in Canada (P.S. Ross Report). The latter document is the most comprehensive examination undertaken on the sport system in Canada. Unfortunately, its major shortcoming is its status as an internal, federal government document which renders it unavailable to the public. Furthermore, the P. S. Ross Report undertaken in 1969 has become outdated--mainly because of the numerous changes which have occurred within the sport administrative structure since its completion.

From an examination of the aforementioned literature, there would seem to be substantial research on certain topics or certain components of the sport system (e.g. federal government involvement in sport). However, the existing research is not overwhelming and it is obvious that there is a need to initiate further inquiry on various topics related to the Canadian sport delivery system.

One area requiring investigation is that of Canadian provincial government involvement in sport. The greatly increased provincial budgets for sport development exemplify the extent to which the provinces have assumed an expanded role in this domain. In 1975-76, estimates were that the Ontario government alone spent $16 million, the Quebec government $12 million, followed by most other provinces with spending in the million dollar plus category (Matheson, 1976). In fact, the provincial totals now exceed that of the federal government which in 1975-76 appropriated some $21,785,000 to the Fitness and Amateur Sport Program (Canada Public Accounts, 1975-76). Yet, research has not kept pace with the growth in provincial involvement. The limited work at this level includes studies by Arnold (1973), Dakin (1950), Dinning (1974), Lacoste (1975), the Ontario Research Council on Leisure (1972, 1973, 1976), Sawula (1977), Smith, W. D., (1957), Wilkie (1968) and Wood (1966). Considering that many of these investigations were concerned with only one province or dealt with only a specific topic or limited time period, it would appear that the ten-fold provincial story as well as the two territories has not received adequate treatment and analysis.

Due to increased provincial government involvement, the responsibility for sport development within the public sector has become a shared one between the provincial and federal levels. Such a situation occurred because the 1867 British North America (B.N.A.) Act and later constitutional amendments did not make clear whether the jurisdiction for sport, or for that matter the broader field of recreation, came under the aegis of the federal or provincial governments. Consequently, there emerged this shared responsibility in the area. And it developed not only between the different government levels, including municipal, but among the public and private sectors as well. The shift toward greater public sector involvement in sport in Canada has prompted Wise and Fisher (1974:316) to conclude that ". . . this larger federal role, and the response it elicited from the provincial governments is the most significant trend in contemporary sport." A trend which is given such a high degree of importance certainly merits further investigation.

STATEMENT OF THE PROBLEM

The purpose of this study was to historically trace provincial government involvement in sport in Western Canada. The main problem was to describe and review the provincial government role in this field within the following framework:

(1) the development of an historical perspective of provincial government involvement in sport in each of the four Western Canadian provinces of British Columbia, Alberta, Saskatchewan and Manitoba;

(2) the classification of sectors and the identification of the main components of the Canadian sport delivery system with a dual emphasis on placing provincial government structures within the total organizational framework and discussing the interlinkages and cooperative mechanisms that exist therein; and

(3) the review of and focused discussion of key issues and problem areas relative to Western Canadian provincial government involvement in sport.

DEFINITION OF TERMS [1]

For the purpose of this study the following terms were defined:

---

[1] Special thanks is extended to W. Hallett, E. Nicholls, Dr. E. McFarland and Dr. G. Glassford in the attempt to define several of the terms used in this study.

1. General Terms

(a) Involvement: This term is used in the context of the role played by provincial governments in sport. Therefore, the concern is with: (i) the provincial government structures which are designed to administer policies in this field, (ii) the actual sport-related policies and programs emanating from these agencies, (iii) other types of interests exhibited by provincial governments which are intended to encourage, promote and develop sport in some fashion.

(b) Provincial Governments: The reference here is to the ten regions defined by the Canadian constitution which maintain their own provincial legislatures for the purpose of governing on matters falling within their sphere of jurisdiction.

(c) Western Canada: The commonly referred to geographic area encompassing British Columbia, Alberta, Saskatchewan, and Manitoba is termed Western Canada.

2. Administrative Terms

(a) Allocative Policies: These are policies which determine how the financial resources of the various provincial government agencies are distributed.

(b) Positional Policies: These are policies which can be defined as ". . . those outputs which affect the structuring of influence on the conversion (political) system."

(Doern and Aucoin, 1971:25). In this study, the outputs which affect the structuring of influence were considered as those causing shifts of influence among bureaucratic divisions within the provincial governments and among organizations outside of the public sphere.

(c) Public Sector: Also referred to as the governmental sector, this term embraces all government structures inclusively at federal, provincial and municipal levels.

(d) Private Sector: This area consists of those elements outside of government and independent of the public sector. Organizations, associations or federations falling within this sector vary in their independence from government; however, it is assured that if public funds they receive were withdrawn, they would continue to operate.

(e) Shared Sector: This domain consists of structures falling between the public sector and private sector. Councils, organizations and federations falling within this middle category vary in their degree of shared sector status with some naturally leaning more toward the public side (total dependency on government with little or no autonomy) and others leaning more toward the private sector side (with slightly less or no dependency on government and having greater autonomy). In many cases, these types of structures received substantial government assistance and encouragement when originally formed.

3. Sport-Related Terms

(a) Fitness: A difficult term to define, fitness, in its broadest sense, includes elements of a physical, social and emotional nature. For this study the more relevant term, physical fitness, is defined as a state of health which provides an individual with the ability to carry out everyday tasks (i.e. occupation, daily functions, emergency situations) with vigour and alertness, without undue fatigue and with ample energies to engage in free-time activities involving sufficient muscular activity to offset the effects of sedentary living (President's Council on Physical Fitness and Sports, July, 1971).

(b) Recreation: The term recreation refers to any type of experience an individual chooses to undertake during free or leisure time and which is primarily motivated by the satisfaction or pleasure derived from it (i.e. an intrinsic reward) (Meyer and Brightbill, 1956:28). Recreation may also be defined as a social utility which meets basic human needs in an increasingly leisure-oriented society, and in so doing enhances individual development and social functioning. In this regard, some facets of recreation may include culture, hobbies, nature study, structured and unstructured play, pursuit of physical fitness, sports and a host of other activities and interests of people (Dion, Goodale and Storey, 1974:1). Provincial governments have tended to become involved in sport because of the broader mandate they have in recreation. Two additional recreation-related terms are also defined.

(c) Community/Municipal (Government) Recreation: These two terms which are sometimes used synonomously in this study are meant to refer to local recreation facilities, programs and services over which the municipal government maintains control and responsibility. However, community recreation can be differentiated to the extent of being more encompassing, embracing all aspects of private and public recreation in a particular locale. Meanwhile, municipal recreation refers only to the tax-supported local government services within a community.

(d) Recreation Board (Commission): This term refers to a group of citizens who are usually appointed by by-law by the local governing authority to either advise council or the governing body, or in some instances to accept responsibility for operating municipal recreation (i.e. decision-making functions).

(e) Sport: This is a common synonym for games, physical recreation, athletics, physical activity, physical fitness activities and other related terms. Elaborating further, it may be considered as a range of activities (including many game forms) which are instrumental, somewhat utilitarian, highly regulated, institutionalized, which have some demonstration of physical exertion and/or skill (Gruneau and Albinson, 1976:3-5) and often include an element of competitiveness. In the context of this study, the terms elite competitive sport and recreational sport are also differentiated.

(e) Elite Competitive Sport: The element of time becomes important in differentiating between recreational and elite competitive sport. Involvement in the latter becomes such that an individual allows excessive demands to be placed on his or her time to such an extent that the time falls outside the realm of leisure time. Some would refer to this as total commitment. Elite competitive sport, therefore, can be defined as that which involves total commitment, excellence, physical exertion, intensive training, technical know-how and where winning and quality are extremely important outcomes of the involvement and are recognized as such by a reward system (Committee for the Unification of Sport, 1976:1). Furthermore, elite competitive sport requires a sophisticated structure and organization to administer the programs and services related to it.

(f) Recreational Sport: This term is considered as any physical activity that involves play, games or sport which are carried out during one's free or leisure time. Elements of competitiveness, physical exertion and a formalized administrative structure are not necessarily prerequisites for this classification of activity; nevertheless, they may still be integral components, although usually on a reduced scale compared to that of elite competitive sport.

(g) Amateur Sport: Amateur sport may involve all aspects of recreational sport and/or elite competitive sport. At the elite level, participants are involved in an activity as an avocation even though these individuals may receive monies directly from their sports involvement that allows them to sustain themselves.

(h) Professional Sport: This category of sport involves all aspects of elite competitive sport and is carried on by individuals as a vocation, with the earnings derived from this involvement representing their livelihood.

(i) Sport (Delivery) System: This term has been operationalized in this study to refer to the entire sport structure as collectively formed by the sectors (i.e. ministries, departments, associations and organizations) whose common denominator is an interest in sport governance and/or sport development. A component in the system is also characterized as a formal or informal structure which has form and function (i.e. provides programs and services).

(j) Provincial Sport Governing Body: This type of organization has interests in the governance of a particular sport (or family of related sports). Its sphere of jurisdiction rests within provincial boundaries, although it often has interlinkages with its corresponding national and international counterparts. Characteristics of such a body include being a volunteer, self-sufficient, democratic and formal structure (in some cases incorporated) which has implied responsibilities in some or all of the following areas:

(i) elite competitive sport programs (i.e. elite athlete development, provincial teams, elite sport competitions);

(ii) recreational sport programs (i.e. instructional clincs, non-elite sport competitions);

(iii) administrative functions (i.e. rules and regulations, sanctioning of events, liaison and representation of the sport governing body to government, fund-raising, promotion of the sport); and

(iv) leadership development (i.e. coaches, officials, administrators) (Committee for the Unification of Sport, 1976:4).

(k) Provincial Recreation Body: The various types of organizations in this category are characterized as being volunteer, self-sufficient, democratic, formal structures and are, in most but not all cases, incorporated. These agencies have a fundamental interest in recreational sport and fitness programs in addition to other possible recreational interests (e.g. parks, facilities, etc.) Such organizations can also be classified as professionally and/or community service oriented.

(l) Provincial Sport(s) Federation: Such an organization may also be termed a sports collective. Its primary purpose is to serve as a unified voice for amateur sport within a province, representing its membership (i.e. provincial sport governing bodies, provincial recreation bodies, other affiliated organizations) in a lobbyist capacity especially in dealings with the public and private sector. Although there is a great deal of variation between the different provincial sports federations, some of the services which are provided for the membership may include:

(i) technical services (e.g. printing, secretarial aid, etc.);

(ii) public relations work;

(iii) operating an administrative centre which houses some of the member associations who employ administrative staff;

(iv) fund-raising for federation activities (e.g. lotteries); and

(v) programs and special projects (e.g. development of a provincial sports training centre, sponsorship of a major sports event, etc.).

(m) Multi-Sport Agencies: These type of organizations can be ". . . characterized by the fact that their purposes are oriented towards specific programs on behalf of a number of sports." (Committee for the Unification of Sport, 1976:4). Examples of such bodies include the Canadian Olympic Association, the Canadian Intercollegiate Athletic Union and a number of other organizations with similar functions.

JUSTIFICATION OF THE STUDY

There has been a substantial increase in political involvement in sport during the past half century at the international, national, provincial and local levels. Zeigler (1975:34) has even classified "The Influence of Politics" as one of the persistent, historical problems of sport and physical education which needs to be researched. To date, studies related to Canadian provincial government involvement in sport have been minimal. As a consequence of the expanding provincial role within this area, there is a requirement for more research.

The need for the proposed investigation and similar types of research as an integral part of the field of sport history was well supported in The Report of the Commission on Canadian Studies--To Know Ourselves. This document endorsed such investigations, as evident in its comments that:

> Although the development of physical fitness and pursuit of a higher degree of excellence in athletics are currently matters of increasing interest in Canada, many Canadians too often still view sport as merely a diversion or an amusement. They do not yet recognize that it is a serious factor

> in terms of national health, an important aspect of our national culture, and hence a legitimate field for professional and academic study . . . The Commission believes strongly that it is high time that Canadian educators, at all levels, recognize the importance of sports and physical culture in Canadian life (The Report of the Commission on Canadian Studies:6-8).

Further specific justification for this study are:

(i) to understand, in a historical sense, what approaches the four western provincial governments have taken with respect to sport development and why such policies were pursued;

(ii) to make clearer the impact of the federal government's Bill C-131, An Act to Promote Fitness and Amateur Sport on provincial sport development;

(iii) to contribute to a growing body of knowledge which is necessary to promote an understanding of the sport system in this country; and

(iv) to produce what may be termed a second level historical study[2] on the topic in question with the purpose being to develop a broad base of general information from which more specifically-focused research may eventually emanate. Finally, with the Canadian sport system often being labelled uncoordinated and sometimes inefficient, there is a need to isolate its components for examination before reform can be undertaken.

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[2] First and second level historical studies in physical education at the University of Alberta were outlined by one author as follows: "The first stage . . . is designed to show the growth of various sporting activities, while pointing out the influences which have been instrumental in bringing about that growth. The next second level of studies is designed to investigate, in greater detail, these influences, such as technological change, urbanization, British colonialism, the rise of professionalism, etcetera. In this way a comprehensive history of Canadian sport will be developed." (P.L. Lindsay, "A History of Sport in Canada, 1807-1867," Unpublished Ph.D. dissertation, The University of Alberta, Edmonton, 1969, p. 398). The investigation, herein, generally concerns government's influence on sport and purports to be a second level study alluded to by Lindsay in the etc. category.

SCOPE OT THE STUDY

The study was concerned primarily with the four Western Canadian provinces of British Columbia, Alberta, Saskatchewan and Manitoba. The major emphasis was to trace historically the development of provincial government agencies whose primary responsibility is sport (e.g. Sports and Fitness Section of the Recreation Programs Branch of the Recreation Development Division in the Alberta Recreation, Parks and Wildlife Department). However, other involved agencies (e.g. Education, Attorney-General's Office, Provincial Secretary, etc.) were identified and received attention as situations warranted. The main focus was on provincial government involvement in sport, covering both elite competitive and recreational sport and the framing of these elements within the "total" recreational philosophies of the various provincial governments. It should be obvious then that not all facets of recreation were dealt with in this investigation, although other services offered by the primary agency responsible for sport were at least mentioned. Furthermore. while it is understood that historically the provincial governments in Western Canada generally adopted a two-pronged approach to sponsoring sport--first via assistance to community/municipal (government) recreation, and secondly, through support to provincial sport-related associations--some, but not all, areas of provincial government support to municipal recreation were dealt with, as the major emphasis was placed on public sector aid to sport organizations. Recognizing that the provincial government level should not be examined in isolation, there was also an attempt to ascertain this level's relationships and interlinkages with other components of the sport system.

LIMITATIONS OF THE STUDY

The study was limited by the procedures and instruments which were utilized. This refers to: (i) the interview technique, (ii) document interpretaion and analysis, and (iii) the use of personal correspondence. In addition, the data base of the study was limited by the fact that some government documents were not available or were of a confidential nature. Further restrictions were imposed by time constraints, cost factors and the physical distances between the key centres. Also, because the investigation may be considered a second level historical study covering a lenghty time span, it was not possible to go into a detailed description and analysis on every topic for each of the provinces. As a result, neither a comprehensive newspaper analysis nor an in-depth examination of specific government agency files (i.e. correspondence, office memos, confidential reports) was made. Such research sources should be used in future, more specifically-focused projects. Finally, although provincial government support to municipal government operations in sport is generally indicated, a more detailed study of all aspects of municipal government recreation was not possible in this study due to the focus on sport.

METHODS AND PROCEDURES[3]

An historical-descriptive methodology was used in the study with the research techniques employed including:

(i) basic library research (i.e. texts, periodicals, newspapers);
(ii) government documentary analysis (i.e. Provincial Hansards, Statutes, Regulations, Gazettes, Debates and Proceedings, Departmental Annual Reports, government news releases, special reports and miscellaneous materials) often conducted in provincial legislative libraries;
(iii) personal interviews;
(iv) personal conversations, correspondence and observations; and
(v) notes and discussions from conferences, seminars, classes and special lectures.

The data collection was organized in a systematic fashion whereby all possible documentary analysis was completed in the home-base environment prior to the field research being undertaken. An interview guide was constructed and utilized during field research which was conducted in each of the four provinces. Further documentary analysis was carried out in each of the locales visited in order to expand the base which had been created through the preliminary research already mentioned. Following the field research, additional data collection was carried out by telephone conversations and personal correspondence in order to obtain specific information. Finally, a return trip was made to each of the provincial capitals after a completion of the first draft in order to obtain specific information, to fill in missing gaps and update recent developments.

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[3] For a more detailed outline of certain methods and procedures, refer to Appendix 1.

Organization of the Study

The collected data was compiled, organized and written up into three major sections in the study. The first of these consisted of the historical development of Western Canadian provincial government involvement in sport. One chapter was devoted to each of the four provinces with information being organized in each chapter into a number of time periods. Within each time period emphasis was placed on outlining provincial government involvement in sport in terms of:

(i) background (social, economic and political climate);

(ii) the structure of the primary government agency responsible for administering public sector involvement in sport (positional policies);

(iii) sport-related programs (allocative policies; e.g.

leadership development, grants for sport governing bodies and sport-affiliated organizations, funding for sports facilities, etc.);

(iv) miscellaneous government sponsorship of sport (i.e. sport interests in other government agencies); and

(v) extraprovincial government developments in sport.

The second section dealt with the entire sport delivery system. There was an attempt to classify the sectors, identify the main components and place the provincial government structures within the total organizational framework. In addition, an attempt was made to outline the interlinkages and coordinating mechanisms between the various components (i.e. federal-provincial, municipal-provincial and private sector-provincial).

The final section served as a review and discussion of the topic under investigation. Herein, two chapters were structured: the first focused on the structures and functions of the primary provincial government sport agencies in Western Canada; the second was concerned with miscellaneous selected issues (i.e. federal-provincial relations in sport; Western Canadian unity through sport; and public versus private sector control of sport).

CHAPTER II

A HISTORY OF PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN BRITISH COLUMBIA

The farthest westerly region of the country was selected to undergo the initial treatment in this investigation. Among the four western provinces, British Columbia (B.C.) maintains a unique identity. When it became the sixth province in Canada on July 20, 1871, it was enticed into Confederation by the promise of a railway linking it to the rest of Canada. And, with this link, B.C. helped to pave the way for the development of the entire west. Unlike its three Prairie counterparts, B.C. has a distinctive geographic composition--covered in a sea of mountains spanning 250,000,000 acres, approximately five percent of which is arable. Therefore, according to Robin (1972:35):

> British Columbia has never been a predominantly agrarian province and rural production and population have always lagged significantly behind the industrial sector. The export staple of the Prairies was wheat; the principal export staples of British Columbia were forest, mining and fisheries products.

The same author went on to label B.C. the "Company Province", stressing a key difference between it and the more agrarian-oriented Prairie provinces.

British Columbia might also be considered an appropriate starting point as it was this province which introduced the Pro-Rec movement in the 1930's. The significance of Pro-Rec was that it actually ushered in an era highlighted by increasing government involvement in sport in B.C.; and this movement was destined to spread to other provinces and to the national level as well.

In presenting an historical summary of provincial government involvement in sport in B.C., four distinct time periods were delineated: 1871-1934; 1934-1953; 1953-1970; and 1970-1977. With the exception of the first period, 1871-1934, which, for the most part, was characterized by non-government involvement in sport, the structure of the next three time frames was similar. Subsections in these periods consisted of: background; structure of the primary provincial government agency responsible for sport involvement; sport-related programs; miscellaneous provincial government sponsorship of sport; and extraprovincial government developments in sport. In addition, a final concluding section was presented, the purpose of which was to summarize the entire chapter.

PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN THE EARLY PROVINCE: 1871 - 1934

In British Columbia and Canada, sport in the latter part of the nineteenth century and well into the twentieth, remained part of the social matrix which was outside the realm of government control. The organization and administration of sporting activities was a responsibility of the private sector for a number of reasons. One important factor was the strong British influence which permeated many aspects of Canadian society. Similar to other social structures, sport organizations tended to take on British characteristics and as Broom (1971:23) noted:

> Canada, like many other countries, imported sports refined and developed in England. They also adopted the basic English pattern of organization at club, regional and national level.

In imitating the British structure, the feature of non-government involvement in sport was also adhered to in a fairly strict manner.

Sport increased in popularity as B.C. grew and developed. With national sport governing bodies emerging, provincial counterparts likewise sprang up to administer their particular activities. Together with the birth of individual associations, a multi-sport agency, the Amateur Athletic Union (A.A.U.) of Canada, came into being in 1884. The B.C. Branch of the A.A.U. of Canada, through its affiliation with the parent national body, attempted to regulate amateur athletics in the west coast province. Although some physical pursuits such as hockey, baseball and cycling took on elements of professionalism, sport through the first half of the present century basically retained a level of organization wherein it was administered by keen part-time volunteers who sought no government aid or services.[1] Sport organization was simply not at the sophisticated level evident in the present-day context and the vested powers governing sport in this early history remained in the sphere of the private sector.

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[1] The reader is referred to two studies for more details on the history of the A.A.U. of Canada and the history of

The British Columbia Government, however, began to develop some minimal involvement in sport through a system of very small grants-in-aid to certain sport-affiliated organizations (See Table 1). Beginning in 1892, the B.C. Legislature gave almost regular annual grants for a number of years to the B.C. Provincial Rifle Association, usually in conjunction with sending a provincial team to the national championships in Ottawa. It is interesting to note that this government sponsorship amounted to between $500 and $1,500 in any given year and was categorized under the miscellaneous grants of government spending. In 1908, the B.C. Government allocated a special grant of $1,000 to help with the expenses of sending the Canadian Olympic team to England. This particular grant was to become a regular feature of provincial spending and almost every four-year period henceforth witnessed additional special grants to help the national Olympic team (B.C. Public Accounts, 1871-1934).

It was also early in the twentieth century that the B.C. Government began providing funds to certain organizations having sporting interests. In this fashion, the Y.M.C.A. and

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professionalism in sport in Canada. These works are K. I. Lansley, "The Amateur Athletic Union of Canada and the Changing Concepts of Amateurism," Unpublished doctoral dissertation, the Univeristy of Alberta, 1971 and F. Cosentino, "A History of the Concept of Professionalism in Canadian Sport," Unpublished doctoral dissertation, the University of Alberta, 1973.

TABLE 1

B.C. GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1871-1934

Year	Sport Organization and Grant Total	Annual Total
1892	1. B.C. Provincial Rifle Association - 500	$ 500
1893	1. B.C. Provincial Rifle Association - 250	250
1894	1. B.C. Provincial Rifle Association - 800	800
1895	1. B.C. Provincial Rifle Association - 800	800
1898	1. B.C. Provincial Rifle Association - 800	800
1899	1. B.C. Provincial Rifle Association - 800	800
1900	1. Canadian Riflemen's Building, Bisley - 200; 2. B.C. Provincial Rifle Association - 400	600
1901	1. B.C. Provincial Rifle Association - 600	600
1902	1. B.C. Provincial Rifle Association - 600	600
1903	1. B.C. Provincial Rifle Association - 600	600
1904	1. B.C. Provincial Rifle Association - 1,000	1,000
1905	n.a.	
1906	1. B.C. Provincial Rifle Association - 1,000	1,000
1907	1. B.C. Provincial Rifle Association - 1,000	1,000
1908	1. B.C. Provincial Rifle Association - 1,000	1,000
1909	1. B.C. Provincial Rifle Association - 1,000; 2. Canadian Olympic Team - 1,000	2,000
1910	1. Four provincial rifle associations - 2,000	2,000
1911	1. Five provincial rifle associations - 2,700; 2. Alpine Club of Canada - 1,000	3,700
1912	1. Five provincial rifle associations - 2,600; 2. Alpine Club of Canada - 1,000	3,700
1913	1. Six provincial rifle associations - 3,650; 2. Alpine Club of Canada - 1,000	4,650
1914	1. Seven provincial rifle associations - 3,950; 2. Alpine Club of Canada - 500	4,450
1915	1. Seven provincial rifle associations - 5,008.50; 2. Alpine Club of Canada - 1,000	6,008.50
1916	1. Vancouver Rifle Association - 500	500
1922	1. B.C. Rifle Association - 1,500	1,500
1928	1. B.C. Rifle Association - 1,000	1,000
1929	1. B.C. Rifle Association - 1,000; 2. B.C. Olympic Lacrosse Fund - 2,500; 3. Canadian Wheelmen's Association (B.C. Branch) - 200	3,700
1931	1. B.C. Rifle Association - 1,500	1,500
1932	1. B.C. Rifle Association - 1,500	1,500

Source: B.C. Public Accounts, 1871-1934.

Y.W.C.A. and provincial Boy Scout and Girl Guide Associations began benefiting from what developed into a fairly regular grants-in-aid program. Other sporadic grants were made available to such bodies as the Alpine Club of Canada ($4,500 between 1911 and 1915). Perhaps similar grants were given to other groups but the lack of detail in B.C. Public Accounts makes it difficult to determine the exact sponsorship in this area. The fact that such funding came from either a miscellaneous grants section or an incidentals and contingencies category gives tacit recognition to the low status such sponsorship was accorded (B.C. Public Accounts, 1905-1934).

During this period B.C. had no government agency actively engaged in any type of administrative responsibilities concerning sport. The Department of Education became concerned with physical education programs[2] especially after the Strathcona Trust Fund was established on a national basis in 1909, but this governmental interest in physical training remained at a low ebb right through to the 1930's.

Similar to other provinces then, the British Columbia Government's mandate for ruling definitely excluded any large-scale affiliation with the privately administered sport world.

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[2] Physical education, per se, has been ruled outside the bounds of this study although it will be discussed on occasion due to the overlap and interconnection it has with sport. Furthermore, it was felt that physical education was more appropriately examined in investigations specifically devoted to this topic (e.g. E. A. Hunt, "A History of Physical Education in the Public Schools of British Columbia from 1918 to 1967," Unpublished M.A. thesis, University of Washington, 1967).

The function of the provincial government in the first sixty years of B.C. history was with more serious social and economic matters, with sport, no doubt, falling within the category of a somewhat frivolous activity. This lack of governmental interest in sport basically lasted from the province's inception up until the early depression years.

"PRO-REC" IN BRITISH COLUMBIA: 1934-1953[3]

Background

The very prosperous 1920's gave way the following decade to a much different Canadian society, a society beseiged by a host of social, economic and political ills. The Great Depression hit Canada and brought with it the worst economic situation faced in the brief history of the young nation. As unemployment increased together with such features as relief camps and bread lines, changes emerged in the political sphere. With the country taking on characteristics of a welfare state, government's role expanded in a society which had become increasingly more complex since Confederation.

As a result of the problems created by the country's economic woes, the 1933 B.C. election revamped the provincial political scene with the governing Conservative Party replaced in power by the Liberals. In these troubled times the reform-minded but moderate Liberals managed to come to power despite the emergence of the socialist-based Co-operative Commonwealth Federation (C.C.F.) Party which captured thirty-two percent of the popular vote and gained prominence as the official opposition party. Under these circumstances the Liberal Party led by T.D. 'Duff' Pattullo formed the Government with plans for economic and social reform designed to curb or even reverse the effects of depression (Robin, 1972:258-265).

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[3] For a more in-depth treatment of Pro-Rec, refer to studies by: T.C. Arnold, "The Status and Influence of Sport and Physical Recreational Activities in British Columbia During the Depression and World War II," Unpublished M.P.E. thesis, University of British Columbia, 1973; E. S. Dakin, "Government Sponsored Recreation in the Province of British Columbia,"

Out of the Liberal's social reform policies came an innovative program known as Provincial Recreation, subsequently shortened and commonly known as Pro-Rec. This program was originally designed for the province's thousands of unemployed youth, many of whom came from all over the country and were living in single men's relief camps in the west coast province. On November 9, 1934, one of the more active reformers in the Liberal Government, Dr. G. Weir, Minister of Education, announced the new Pro-Rec program following his observations of the many inactive, unemployed men in the Vancouver area (Schrodt, 1976:3). As reported in the B.C. Public Schools Report, 1934-35 (p. 75):

B.P.E. graduating essay, University of British Columbia, 1950; and B. Schrodt, "Pro-Rec: The B.C. Provincial Recreation Programme." Unpublished doctoral prospectus, the University of Alberta, 1976. These three studies, in particular the latter by Schrodt, were used extensively in the preparation of this section on Pro-Rec.

> The aims and objectives of the new work were to protect the youths of British Columbia from degenerating effects caused by enforced idleness, and to build up the morale and character which rest on a good physical basis.

Thus began the historical Pro-Rec movement which put B.C. in the forefront in Canada in this field. According to Arnold (1973:64), Pro-Rec was ". . . the first step by any Canadian government to recognize sport and recreation by contributing financially to such a program."

Structure of the Recreational and Physical Education Branch

To administer the new Pro-Rec program, the Recreational and Physical Education Branch was established as a small unit in the Department of Education and Ian Eisenhardt, a former supervisor of Vancouver play-grounds, was appointed as the first Director. The structure of this Branch was such that in the first year of operation a central office was established in Vancouver and consisted of the Director who was responsible for setting up and administering the program. In addition, there were a number of full and part-time instructors responsible for actually running the Pro-Rec activities in numerous Pro-Rec Centres established in various rented local facilities throughout the province. (B.C. Public Schools Report, 1934-35: 75-76).

An interesting organizational feature revolved around the leadership of the program at the Director level. Ian Eisenhardt, who was so instrumental in developing and implementing the concept of Pro-Rec in B.C., remained its Director from 1934 only until 1940 at which time he took a leave of absence to enter the armed services. When Eisenhardt became National Director of the Canadian Government's National Physical Fitness program in June, 1944, he officially resigned from his position in B.C. During Eisenhardt's absence no interim Director was named and the provincial program was run by an executive board formed by a triumvirate of Pro-Rec employees- Mr. Jerry Mathison, Mrs. H. Keatley and Mr. Paul King. With Eisenhardt's resignation in 1944, Jerry Mathison became Director but was replaced in April, 1946, by Ernest Lee at a time when the Branch took on the added responsibility of school health and physical education along with its responsibility for adult recreation. Lee remained the Director of Pro-Rec until 1949 at which time he became the Director of the National Physical Fitness program in Ottawa. R. J. "Bus" Phillips then assumed the position of Acting Director of Pro-Rec until its cessation in 1953 (B.C. Public Schools Reports, 1934-1953).

The full-time staff also experienced a number of interesting changes, especially with respect to growth. In addition to the Director, at various points over the years there were individuals serving in the areas of regional directors (five by 1952), public relations and promotion, registration, blind recreation, men's programming, women's programming, supervision of instructional staff, an equipment officer, a travelling sports coach, a sports officer, school physical education and athletics and a number of other related areas. Sawula (1976:154) noted that "The organization in 1946 had seventeen full-time people working in the programme . . . This was a tremendous increase over earlier years." This post-war total basically stayed the same and in 1952 it was reported that "The Branch presently contains a staff of 15 permanent civil servants, a temporary staff of 12 persons and a large temporary sessional staff of instructors engaged only for the duration of the classes." (Fairey, 1952:3).

Complementing the full-time staff was a very large body of part-time instructional staff who were employed in the field at the various Pro-Rec Centres. To ensure an adequate number of Pro-Rec instructors and also to help upgrade the skills of teachers and other leaders of health and physical education, annual summer schools were conducted in Vancouver and Victoria commencing in 1935. Through such an ongoing system, Pro-Rec attempted to provide qualified staff for the numerous Pro-Rec Centres around the province. The Branch did experience some difficulties in obtaining sufficient numbers of competent instructors each year and, therefore, maintaining continuity in the program became a problem (Report of the Investigating Committee of Pro-Rec, 1951:8).

The provincial program, which had as its basis various activities run in local Pro-Rec Centres, actually had no facilities of its own. Pro-Rec Centres were either rented, or in some cases composed of free community facilities such as gymnasiums, halls, swimming pools and playgrounds. From Table 2 it can be seen that there was a tremendous growth in these centres in order to accommodate the great demand for Pro-Rec activities. The number of Pro-Rec Centres showed a decline in the post-war years from an all-time high of 277 in 1945-46. This can partially be attributed to the upsurge of community centres in the late 1940's which were, as their name implies, community administered facilities and programs. Often the label Pro-Rec was kept on these programs and certain services (e.g. providing a $50/month grant to communities employing full-time recreation directors) were still provided by the provincial office (Schrodt, 1976:12).

From an organizational standpoint, the structure of the Recreational and Physical Education Branch remained fairly constant throughout its existence. It was a small but publicly popular agency within the large bureaucracy known as the Department of Education. The main function and policies of the Branch did not change appreciably, although two significant developments did alter the program's focus to a large extent. One was the previously mentioned emergence of community centres which resulted in a very gradual decentralization of Pro-Rec in the post-war years by turning local responsibility for Pro-Rec activities over to community councils. The second important change took place in 1946

TABLE 2

PRO-REC STATISTICS: 1934 - 1953

Year	Annual Budgets				Registration	PRO-REC Centres			
	Salaries	Provincial Total	Federal Total	Total Budget	Totals	Winter	Summer	Total	Community Centres
1934-35	$6,019.42 (48%)	$12,487.51 (100%)	-	$12,480.51	2,768	19	-	19	-
1935-36	9,206.90 (58%)	15,999.99 (100%)	-	15,999.99	5,520	24	14	38	-
1936-37	20,222.48 (67%)	30,032.62 (100%)		30,032.62	10,481	57	20	77	-
1937-38	37,381.35 (62%)	52,521.78 (87%)	8,002.30 (13%)	60,524.08	21,493	92	22	114	-
1938-39	48,692.50 (65%)	59,145.61 (78%)	16,499.94 (22%)	75,645.55	26,831	135	39	174	-
1939-40	55,009.93 (69%)	60,319.35 (76%)	19,000.00 (24%)	79,319.35	21,183	n.a.	n.a.	156	-
1940-41	49,513.87 (68%)	58,691.66 (80%)	14,249.71 (20%)	72,941.37	19,542	94	23	117	-
1941-42	35,091.87 (70%)	39,986.61 (80%)	10,000.00 (20%)	49,986.61	13,292	131	45	176	-
1942-43	29,216.68 (74%)	29,722.40 (75%)	9,986.75 (25%)	39,719.16	9,955	n.a.	n.a.	n.a.	-
1943-44	29,848.65 (73%)	30,695.70 (75%)	10,000.00 (25%)	40,695.70	11,437	196	52	248	-
1944-45	32,117.50 (72%)	28,402.74 (64%)	16,015.75 (36%)	44,418.49	19,142	198	51	249	-
1945-46	41,308.12 (73%)	40,576.71 (72%)	16,015.75 (28%)	56,592.46	25,013	200	77	277	-
1946-47	49,328.66 (72%)	52,140.29 (77%)	16,015.75 (23%)	68,156.04	17,331	150	52	202	11
1947-48	57,904.12 (65%)	72,703.78 (82%)	16,015.75 (18%)	88,719.53	14,042	n.a.	n.a.	202	9
1948-49	69,178.87 (71%)	81,209.51 (84%)	15,993.00 (16%)	97,202.51	17,283	n.a.	n.a.	197	8
1949-50	77,024.15 (65%)	103,501.93 (87%)	15,993.00 (13%)	119,494.93	13,707	n.a.	n.a.	185	10
1950-51	81,312.80 (69%)	103,195.88 (87%)	15,993.00 (13%)	119,118.88	16,921	n.a.	n.a.	240	13
1951-52	87,671.41 (68%)	113,582.09 (88%)	15,993.00 (12%)	129,575.04	17,695	n.a.	n.a.	244	12
1952-53	100,765.60 (70%)	123,874.67 (87%)	19,296.25 (13%)	143,170.92	18,591	n.a.	n.a.	213	12

Source: B.C. Public Accounts, 1934-53; Arnold, 1973; Dakin, 1950; Schrodt, 1977. Figures in brackets ( ) denote percentage of item in comparison to total annual budget.

when school health and physical education was brought under the wings of the Branch. This particular development necessitated that more of the Branch's efforts be directed at school physical education and athletics and not solely at Pro-Rec activities. Apart from these changes, the Recreational and Physical Education Branch went through a nineteen-year organizational history which saw Pro-Rec evolve as an extremely innovative program, mature and expand over the years and then eventually be replaced by a new governmental structure and program.

The area of funding for Pro-Rec is an interesting topic in that appropriations for such a popular government program remained relatively small throughout the program's history. In the first year of a shortened five-month program, approximately $12,480 was allocated to Pro-Rec (B.C. Public Schools Report, 1934-35:75). These funds were used to pay salaries of the Director and the instructional staff, rentals of facilities, the purchase of new sports equipment and other administrative expenses. In subsequent years the annual budget increased somewhat, commensurate with the expansion of the program and the usual inflationary costs. Table 2 illustrates the amount of annual government appropriations and also points out the federal contribution to Pro-Rec under the federal-provincial agreements in a series of Acts commencing in 1937 with the Unemployment and Agricultural Assistance Act.

Sport-Related Programs

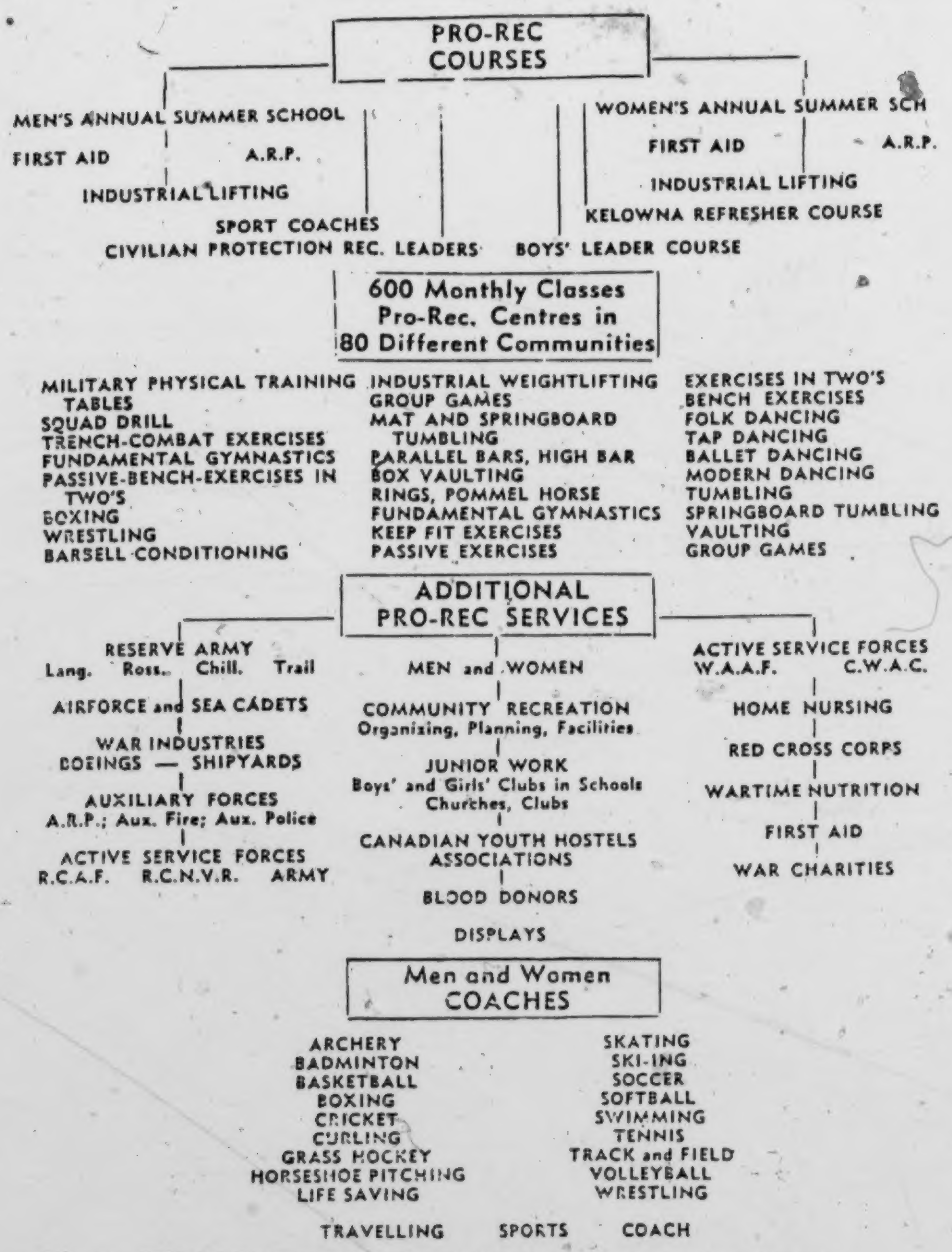
Pro-Rec was to some extent a broad recreational-based program, and yet a major emphasis was placed on physical activity--often of a sporting nature (See Figure 1). Schrodt (1976:5) provided a good description of the actual Pro-Rec program in the local centres:

> Gymnastics was the fundamental activity of the centres, which usually operated two evenings a week, but sports and dance were also included. In many centres, teams were organized into inter-centre leagues, and with sports such as baseball, cricket, soccer and field hockey, Pro-Rec teams were entered in city leagues. The major programmes of the centre were those offered in the winter season for the masses. But Pro-Rec became so popular that in its second year of operation, a summer season of outdoor sports was was added at some centres.

A broad spectrum of sports was included in the Pro-Rec program although not all centres, particularly in the more rural areas, benefited from a wide selection of sporting activities. Also, activities which tended to be inexpensive to run and which were of minimal cost to the participant were purposefully promoted by Pro-Rec. By far the single most important activity in the provincial program, was gymnastics. Largely due to the influence of Eisenhardt, who had extensive European training in which gymnastics was heavily stressed, Pro-Rec in B.C. took on characteristics imposed by its original Director. Following Eisenhardt's departure from B.C., Pro-Rec appeared to broaden its program to include more sports activities, while still maintaining its large gymnastic

FIGURE 1

THE PRO-REC PROGRAM: 1943


PRO-REC COURSES
MEN'S ANNUAL SUMMER SCHOOL
FIRST AID
A.R.P.
INDUSTRIAL LIFTING
SPORT COACHES
CIVILIAN PROTECTION REC. LEADERS
BOYS' LEADER COURSE
WOMEN'S ANNUAL SUMMER SCH
FIRST AID
A.R.P.
INDUSTRIAL LIFTING
KELOWNA REFRESHER COURSE
600 Monthly Classes Pro-Rec. Centres in 80 Different Communities
MILITARY PHYSICAL TRAINING TABLES
SQUAD DRILL
TRENCH-COMBAT EXERCISES
FUNDAMENTAL GYMNASTICS
PASSIVE-BENCH-EXERCISES IN TWO'S
BOXING
WRESTLING
BARSELL CONDITIONING
INDUSTRIAL WEIGHTLIFTING
GROUP GAMES
MAT AND SPRINGBOARD TUMBLING
PARALLEL BARS, HIGH BAR
BOX VAULTING
RINGS, POMMEL HORSE
FUNDAMENTAL GYMNASTICS
KEEP FIT EXERCISES
PASSIVE EXERCISES
EXERCISES IN TWO'S
BENCH EXERCISES
FOLK DANCING
TAP DANCING
BALLET DANCING
MODERN DANCING
TUMBLING
SPRINGBOARD TUMBLING
VAULTING
GROUP GAMES
ADDITIONAL PRO-REC SERVICES
RESERVE ARMY
Lang. Ross. Chill. Trail
AIRFORCE and SEA CADETS
WAR INDUSTRIES
BOEINGS — SHIPYARDS
AUXILIARY FORCES
A.R.P.; Aux. Fire; Aux. Police
ACTIVE SERVICE FORCES
R.C.A.F. R.C.N.V.R. ARMY
MEN and WOMEN
COMMUNITY RECREATION
Organizing, Planning, Facilities
JUNIOR WORK
Boys' and Girls' Clubs in Schools Churches, Clubs
CANADIAN YOUTH HOSTELS ASSOCIATIONS
BLOOD DONORS
DISPLAYS
ACTIVE SERVICE FORCES
W.A.A.F. C.W.A.C.
HOME NURSING
RED CROSS CORPS
WARTIME NUTRITION
FIRST AID
WAR CHARITIES
Men and Women COACHES
ARCHERY
BADMINTON
BASKETBALL
BOXING
CRICKET
CURLING
GRASS HOCKEY
HORSESHOE PITCHING
LIFE SAVING
SKATING
SKI-ING
SOCCER
SOFTBALL
SWIMMING
TENNIS
TRACK and FIELD
VOLLEYBALL
WRESTLING
TRAVELLING SPORTS COACH

Source: Official Program, Ninth Annual Mass Display of Physical Fitness, April 20-21, 1943 orientation. There were even well-organized Pro-Rec gymnastics meets throughout the province and the annual Pro-Rec display had as its basis mass gymnastics exercises.

An interesting aspect of the Pro-Rec program was its highly organized and very successful promotional side. Almost from its inception, Pro-Rec benefited from the services of a publicity director attached directly to the Branch. One of the promotional features associated with Pro-Rec included a weekly bulletin which eventually developed into a magazine entitled Gymnast that was distributed to centre members. A second feature involved radio programming--i.e. a weekly 15 minute program called "Gym of the Air!" Other special Pro-Rec promotional "gimicks" included films, posters, signs, uniforms and crests, all of which helped to promote the movement. In addition,there were various demonstrations and displays throughout the province which were highlighted by the large annual Pro-Rec display held in Vancouver or Victoria. This festival-like event involved literally thousands of participants, usually in gymnastic-type activities, and was watched by crowds numbering up to 6,000 people. As Dakin (1950:17) commented on this feature of Pro-Rec back in 1950: "The demonstrations and displays were, and still are, undoubtedly the greatest medium of publicity serving the Physical Fitness and Recreation Programme." Finally, Pro-Rec received tremendous coverage in the news print media both in terms of news items and of public service messages about its activities (Schrodt, 1976:6; Dakin, 1950:15-17).

Pro-Rec basically maintained the same type of program throughout its existence although there were some minor alterations over the years. With the advent of World War II, a number of new activities related to the war effort were added: air-raid precaution courses, Red Cross units, the knitting of squares for blankets, salvage drives, nutrition lectures, home nursing courses, marching activities, women's industrial lifting, and life-saving courses. In the post-war era Pro-Rec also became involved in recreation for the blind, in carrying out community workshops related to recreation programming, in providing recreation services to two Indian schools and even in conducting recreation programs in two prisons (Schrodt, 1976:9,13).

From a sport perspective, there were several modifications in the Pro-Rec program. In the 1941-42 season, Pro-Rec had a travelling sports coach well-versed in tennis, swimming, diving and life-saving who visited several districts in the province. Two years later it was reported that Pro-Rec was involved in a games-coach service whereby it lent its instructors to schools affected by the shortage of trained physical educators during the war and, in return, received free use of school gymnasiums for adult evening classes. During the 1945-46 season there was an addition to the staff of a Sports Officer, Robert Quinn, who was responsible for stimulating and organizing sporting activities in the province; unfortunately, he passed away the following year (B.C. Public Schools Reports, 1940-1953).

Immediately following World War II, with the Branch assuming the responsibility for school health and physical education, its employees became actively engaged in school athletic programs.[4] In this regard, the Branch's work included assistance in sponsoring the provincial high school championships in a number of sports. The Branch even became involved in staging a teacher's sports coaching school for one week in August of 1948. Coupled with these activities in the post-war years, Pro-Rec began conducting various sports clinics across the province. Officiating clinics, as an example, were held for soccer, track and field, basketball and lacrosse. In 1949-50, the Branch reported a Sports Promotion service in which it assisted with the formation and operation of leagues in softball, lacrosse and basketball, with sports equipment occasionally being provided. Such developments as these indicate that the services Pro-Rec rendered to sport in B.C. gradually expanded over the years and, most noticeably, during the post-war years (Schrodt, 1976:12-13; B.C. Public Schools Reports, 1940-1953).

Although participation in Pro-Rec activities was originally geared for unemployed males, employed men and women were permitted to register from the outset since it became

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[4] The Recreational and Physical Education Branch's involvement with school athletics might be considered outside of the actual Pro-Rec program; nevertheless, it is discussed as

apparent that this segment of the population also desired Pro-Rec activities. Interestingly, the 1938-39 B.C. Public Schools Report (p. 478) revealed that ninety-nine percent of the Pro-Rec members had never before belonged to a sport organization of any kind. Another noteworthy aspect was that men's and women's programming were kept as separate units in the Branch and, with junior programming added during World War II, the participant range in Pro-Rec was broadened further.

In terms of actual participation figures, the registration totals in Table 2 show the widespread popularity of Pro-Rec activities particularly in the period up until World War II (e.g. 21,493 in 1937-38). Part of the reason for this preoccupation with numbers of participants was the registered totals had to be known in order to compute the federal monies available to the province. It is interesting to note that in 1935-36 women's and men's figures were approximately equal (2791 to 2729 respectively), but by 1938-39 the figure for female participation was nearly twice that of the male members (16,906 to 9,319). With the advent of World War II, men's participation rates dropped considerably, not only due to military enlistments by previous participants but also because approximately two-thirds of the male instructors and staff joined the armed services, necessitating a reduction in

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a Branch service which contributed to sport development in B.C.

men's programming. On the other hand, junior programming, with its heavy bent on sporting activities, increased considerably during the war and became an important component of the overall program (Schrodt, 1976:9; Arnold, 1973:58).

In the post-war period, registered participation in Pro-Rec began to decline. This was partially as a result of physical recreation classes being established in the new community centres springing up throughout the province. It is also probable that with the return to a more stable economy people generally did not feel the need to join Pro-Rec for reasons associated with physical fitness, or individuals may have joined programs unaffiliated with Pro-Rec. At any rate, the reduced popularity of Pro-Rec as reflected by participation figures was one of the early indicators of a program destined for reform.

Miscellaneous B.C. Government Involvement in Sport

Apart from its involvement in sport as related to Pro-Rec, the B.C. Government provided some sponsorship by other means. Prior to the Pro-Rec era, the government had instituted a policy of providing sporadic grants to certain sport-affiliated groups. During Pro-Rec's history, these grants-in-aid were expanded particularly in the post-World War II period. B.C. Public Accounts, from the Twenties to the early Fifties, report a series of grants to a number of organizations with sporting interests. Under the Department of Provincial Secretary in a section entitled Grants to Charitable Organizations, such groups as the Y.M. and Y.W.C.A., Provincial Boy Scout and Girl Guide Associations and the Royal Life Saving Society often received small annual grants ranging from a few hundred dollars to approximately $1,000 (B.C. Public Accounts, 1925-1953).

Separate from this, but still under the auspices of Provincial Secretary, was a broad sweeping category entitled Contingencies, Incidentals and Entertainment. During the time period under study, special grants in this category were designated almost annually to specific sport organizations (See Table 3). Within the Department of Provincial Secretary, the largest single grant by far was a $200,000 appropriation in 1952-53 to the British Empire Games (1954) Society under Special Warrant No. 51 (B.C. Public Accouts, 1952-53). This sum was used to help stage the 1954 Vth British Empire and Commonwealth Games in Vancouver and the provincial grant represented just under ten percent of a $2,383,965.54 budget for the Games (The Official History of the Vth British Empire and Commonwealth Games, 1954:40).

This grant to the Games plus other appropriations were not consistently allotted by the government of the time; rather, they appeared to be granted to sport organizations for special events and usually on a once-only basis. Exceptions to this were the almost regular appropriations to a few select organizations such as the B.C. Rugby Union and the B.C.

TABLE 3

B.C. GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1934-1953

Year	Sport Organization and Grant Total	Grant Total
1934-35	1. B.C. Track and Field Committee - 300	300
1935-36	1. B.C. Football Commission-75; Victoria Rugby Union - 200	275
1936-37	1. Olympic Basketball Committee - 150; 2. Olympic Committee (Vancouver)-150; 3. Olympic Committee (Victoria) -150	450
1937-38	1. B.C. Rifle Association - 250; 2. James Bay Athletic Association - 300	550
1938-39	1. B.C. Inland Rifle Association - 200; 2. B.C. Rifle Association - 250; 3. B.C. Rugby Union - 200; 4. Vancouver Westerns Basketball Team - 250; 5. Women's Amateur Athletic Association of Canada - 25	925
1939-40	1. B.C. Rugby Union - 200; 2. Victoria Football Commission - 200	400
1940-41	1. Army and Navy Cricket Club - 50; 2. B.C. Rugby Union - 200	250
1941-42	1. Army and Navy Cricket Club - 50; 2. B.C. Rugby Union - 200	250
1942-43	1. Domino Basketball Club - 225	225
1943-44	nil	
1944-45	1. B.C. Rugby Union - 200; 2. Victoria Junior Cricket Association - 50	250
1945-46	1. B.C. Rugby Union - 200	200
1946-47	1. B.C. Rugby Union - 200	200
1947-48	1. B.C. Rifle Association - 200; 2. B.C. Rugby Union - 200; 3. Canadian Olympic Association - 1,250	1,650
1948-49	1. B.C. Rifle Association - 200; 2. Canadian Olympic Association - 1,250; 3. Victoria Rugby Union - 200	1,650
1949-50	1. B.C. Rifle Association - 200; 2. B.C. Rugby Union - 200	400
1950-51	1. B.C. Rifle Association - 200; 2. B.C. Rugby Union - 200	400
1951-52	1. B.C. Rifle Association - 200	200
1952-53	1. B.C. Olympic and British Empire Games Association - 3,000; 2. Victoria Rugby Union - 200; 3. B.E. Games (1954) Ltd. 200,000	203,200

Source: B.C. Public Accounts.

Rifle Association. No government agency, not even the Recreational and Physical Education Branch, was specifically designated to look after this funding area. As a result, a haphazard, unofficial method of occasional funding existed. But as is evident in Table 3 , gradual annual increases in provincial government funding assistance predicted a slowly developing trend towards greater involvement by the B.C. Government.

Extraprovincial Government Developments in Sport

Sport in B.C. had continued to grow in popularity on its own merit as well as being stimulated by the emphasis Pro-Rec placed on the inclusion of sporting activities in its general program. There were a number of other important factors outside the actual provincial governmental sphere which in some way influenced Pro-Rec's sporting programs as well as the general development of sport in the province.

Pro-Rec was instrumental in instigating changes within the Canadian Government's thinking. In fact, when Eisenhardt appeared before the Purvis Commission in 1936 in connection with the recreational needs of unemployed youth, his ideas greatly influenced the federal government to take action (McFarland, 1970:49). The passage of the Unemployment and Agricultural Assistance Act by the federal government in 1937, which had a very minimal concern with physical training, was of minor significance. More important was the federal government's

Youth Training Act which was enacted on May 19, 1939, and with its vocational training emphasis, was aimed at unemployed youth. This Act had a recreation component built into it and the provinces benefited from a cost-sharing scheme in which federal funds supplemented provincially administered programs. Arnold (1973:19) noted that:

> The passing of the Act made $4.5 million available, with the grant to each province not to exceed the amount paid by the individual Provincial Governments. British Columbia was able to use the grant to continue, and to a large extent, expand the programmes of the already established Pro-Rec organization.

When this Act expired in 1943, it was replaced by the Vocational Training Coordination Act which provided some financing for youth training programs. But on March 31, 1944, projects related to physical training and recreation came under the guidance of a new piece of legislation, the National Physical Fitness Act[5] which provided for equal financing of physical fitness programs between the federal government and participating provinces. This Act had some interesting repercussions for the provinces which are discussed in a later chapter on federal-provincial relations in sport. Table 2 outlines the federal assistance provided to B.C. with the result that ". . . the National Physical Fitness Act was able to supplement and complement the already established philosophies and programmes of the Pro-Rec movement." (Arnold, 1973: 25). To a large extent then, Pro-Rec was responsible for influencing federal attitudes and assistance programs which in turn influenced and were interrelated to provincial programs.

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[5] For a detailed history of the National Physical Fitness Act and its relationship to Pro-Rec and other provincial programs, refer to L. W. Sawula, "The National Physical Fitness

At the provincial government level, B.C. was also instrumental in a model capacity for programs set up in Alberta, Saskatchewan and Manitoba. B.C. Pro-Rec instructors spent time assisting the Alberta summer leadership school in 1938 and 1939 and, likewise, in Saskatchewan's summer course in 1939. Manitoba also modeled itself after Pro-Rec to some extent and it is possible that other provinces were influenced by the B.C. program in a less direct fashion (Schrodt, 1976: 8; Manitoba Department of Education Annual Report 1938-39:95).

The Depression, generally, did not seem to curtail sport development in B.C. to any noticeable degree. Arnold (1973:29) claimed that:

> The Depression . . . did not appear to hamper the expansion of sport. . . . Sport appeared to be one of the very few commodities that did not display any outward signs of suffering from a lack of financial assistance.

One might even conclude that the emergence of Pro-Rec with its broad-based physical activity program could be directly attributed to the Depression and therefore, in a sense, sport development was actually spurred on during this economically and socially disruptive period.

World War II, on the other hand, had a negative effect on sport according to one author:

Act of Canada, 1943-1954," Unpublished doctoral dissertation, the University of Alberta, 1977.

> Unlike the Depression, World War II seemed to cause definite setbacks and adverse effects on sport and physical recreational activities of all categories throughout the whole of British Columbia (Arnold, 1973:48).

Other evidence such as the establishment of the National Fitness Council in 1944, the Community Centre Movement and the formation of armed service centres with sports programs would suggest that the war had some positive effects. For Pro-Rec, the immediate effect of the war was a number of changes including a reduction of men's programs, due to a shortage of administrators, instructors and even participants, and also a change of direction in types of available programs. A philosophy of emphasizing activities for productive leisure-time use as existed in the depression years changed during the war years to a more pronounced physical fitness orientation (Arnold, 1973:49,58). The 1938-40 B.C. Public Schools Report (p. unknown) outlined this new direction of Pro-Rec:

> Interest in fitness for service was never greater at any time in British Columbia than at the present, and now, when Canada expects of every citizen at least personal fitness, the Pro-Rec scheme for preparedness should meet with a great response.

In the years following World War II the physical fitness motif was reduced as the province returned to a peacetime way of life. Meanwhile, sport continued in its evolutionary pattern of growth and although Pro-Rec was still influencing the provincial sporting environment the program began to show signs of faltering.

THE COMMUNITY PROGRAMMES BRANCH: 1953-1970

Background

On June 12, 1952, a decade-old coalition government ended in British Columbia as the Social Credit Party came to power and formed a minority government. Circumstances were such that a post-war boom economy had replaced some twenty years of troubled times caused by depression and world war. The free enterprise system gained remarkable strength and as Robin (1973:114) pointed out:

> The economy . . . was in excellent shape; the companies invested and profited, workers and farmers enjoyed unprecedented incomes, and ample revenues poured into the government coffers.

There was no longer any need for a dictatorial type of government and the coalition arrangement had seemingly outlived its usefuleness. With reports of unnecessary political interference in the economy and general government maladministration, the B.C. political scene returned to a form of standard party politics (Robin, 1973:163-275)

Robin (1973:163-275) portrayed the new government as very business-like with its "pay-as-you-go" program in which sound economic policies were constantly stressed. Conscious efforts were made to reduce the government deficit, to balance budgets and to build up government surpluses. An emphasis of government policy under Social Credit rule was massive capital construction projects such as extensive road building and hydro-electric dam construction. For the next twenty years, B.C. was to be governed by such a political philosophy, under the careful supervision of its very interesting and often controversial Premier, W.A.C. "Wacky" Bennett.

The Socred Government of 1952 held no soft spots for several programs established under the old coalition system and apparently, Pro-Rec was one such program. Despite Pro-Rec's tremendous success, certain problem areas began to develop which led to the cessation of the scheme in its original form. One issue erupting in the post-war period was criticism of Pro-Rec by some organizations which felt that the provincial program was in direct competition with them and they argued that Pro-Rec was, in itself, a closed club. There was also some feeling that gymnastics was too heavily stressed, particularily in the men's programs, and that people sought a more varied program of sporting activities (Schrodt, 1976:10; Dakin, 1950:18). Furthermore, some friction was evident in the use of school buildings by non-school personnel, and even pro-Rec's involvement in junior programming, an often-claimed school physical education responsibility, was subject to critical comments (Report of the Investigating Committee of Pro-Rec 1951:1). In addition, claims were made that the centralized nature of Pro-Rec, despite its encouragement of greater community control, still did not provide municipalities with enough say in the operation of their own programs (Schrodt, 1971:12; Osborne, 1970:374-75).

Due to these and other criticisms there were attempts to reform the program during the late 1940's and early 1950's. For example, Schrodt (1976:1) claimed that with the desire for more community control ". . . a post-war master plan for the province was drawn up, with decentralization as its basic premise." Not all of the difficulties with Pro-Rec were resolved and in 1951 the Deputy Minister of Education established a Special Investigating Committee to examine the policies and programs of the Recreational and Physical Education Branch. When the Committee's findings were presented to Deputy Minister, F.T. Fairey, he in turn proposed changes outlined in a Report of the Recreational and Physical Education Branch Commonly Known as Pro-Rec. Included in Fairey's (1952:5) recommendations were: a reorganization of Pro-Rec with it being replaced by a new Community Programmes Division which would basically utilize the old Pro-Rec staff in new capacities; the discontinuation of Pro-Rec classes and direct programming in the communities; the establishment of small monthly grants of $50 to local community recreation councils which employed a full-time recreation director; and maintaining the emphasis on leadership training especially for local personnel.

The newly-elected (1952) Social Credit Government had been prepared to eliminate the Branch completely due in part to their feeling that ". . . Pro-Rec was really hindering the growth and development of community recreation . . ." (Phillips, 1977). But, because of a large amount of public support for Pro-Rec and because of the persuasiveness of the bureaucrats in the Department of Education, the Social Credit Government opted for the alternate, cheaper program outlined by the Deputy Minister of Education. In the spring of 1953, Education Minister Tilly Rolston, described the Pro-Rec ~~movement~~ movement and its tremendous growth in B.C. as an octopus around the Government's neck (Schrodt, 1976:14, Phillips, 1977). It was no coincidence then that Pro-Rec was officially disbanded in August of 1953, the plans having been laid over the course of the previous few years. Because Pro-Rec had been established back in 1934 under general departmental policy with no Act recorded in the Statutes of British Columbia, the Social Credit Government had little trouble in officially terminating the program. With this change, a new period began with respect to B.C. Government involvement in sport.

Structure of the Community Programmes Branch

The Community Programmes Branch (C.P.B.) was established by an Order-In-Council on August 11, 1953; it officially replaced the Recreational and Physical Education Branch which had been responsible for Pro-Rec activities. With this administrative changeover came a complete shift in orientation in the new program. The 1954-55 Public Schools Report (p. EE 57) noted that:

> The functions of the Community Programmes Branch are not to dictate, but to advise and co-operate. The Branch is working for the advancement of recreation, through local Recreation Commissions which are organized by communities in co-operation with the Regional Consultants. The best programmes of recreation and

> adult education grow out of the initiative and planning of local citizens and develop under local leaders. The services of the Community Programmes Branch are available at all times to all communities to assist in this important development.

The emphasis became one of directly aiding communities to enable them to develop locally administered programs. A more decentralized system became apparent in B.C. when the necessary changes were made in the Municipal Act to legislate recreation commissions as legal units of municipal structures (Pynn, 1977).

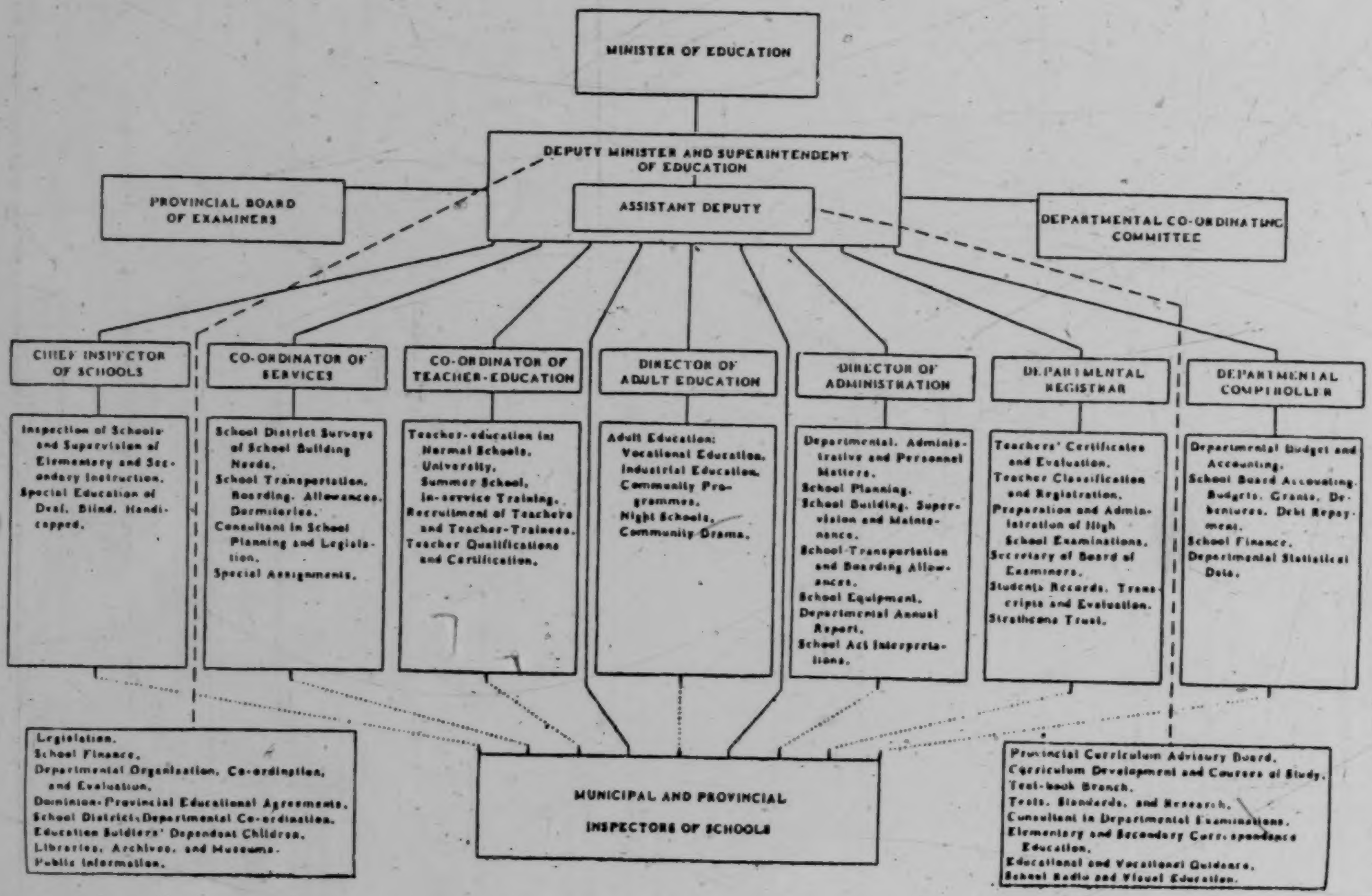
In some respects, the new C.P.B. was modeled after a similarly named agency operating in Ontario. Mr. R. Osborne (1977) Director of the School of Physical Education at the University of British Columbia, commented that ". . . the provincial government agreed to move from a centralized to a decentralized system and they took more or less as their model, the Community Programmes Branch in Ontario." Furthermore, Dr. Doris Plewes, who was actively involved with the federal government's National Physical Fitness Program operating under the 1943 National Physical Fitness Act, had an influence on the change in direction in B.C. At one point, prior to the switch-over from Pro-Rec to the C.P.B., Dr. Plewes travelled to Victoria to serve in a consultative capacity during the planning stages of the new Branch (Phillips, 1977). On August 17, 1953, the Community Programmes Branch was officially announced in the press, after a period of detailed planning and organization (Vancouver Sun, August 17, 1953).

In the last year of Pro-Rec's existence, the central office was moved from Vancouver to Victoria, and it was in the provincial capital that the C.P.B. operated together with most of the B.C. Government bureaucracy. Many of the former Pro-Rec staff were asked to remain and in August, 1953, with the departure of the Director, "Bus" Phillips, to the post of Athletic Director at the University of British Columbia, Lawrence J. Wallace became the new head. As in the former Recreational and Physical Education Branch, the new C.P.B. functioned as a structure within the very large Department of Education. At the outset, the C.P.B. was actually a part of the larger unit known as Adult Education. A departmental chart (Figure 2) attests to the smallness of the C.P.B. in the organizational hierarchy.

During the years of operation of the C.P.B., this administrative unit remained relatively unchanged with only a few organizational alterations and increases in staff. Lawrence Wallace remained the head of the Branch until 1958 at which time Jim Panton became the Director for the duration of the agency's existence. Besides the field staff of regional consultants, there were few central office employees. A drama consultant, Anne Adamson, was added to the staff in 1954-55 when the School and Community Drama Branch came under the wing of the C.P.B. There was also a Director of Recreation for the Blind, Mr. Joe Lewis, hired by the Branch, but this individual worked out of the Canadian National Institute for

FIGURE 2

ORGANIZATION CHART OF THE DEPARTMENT OF EDUCATION

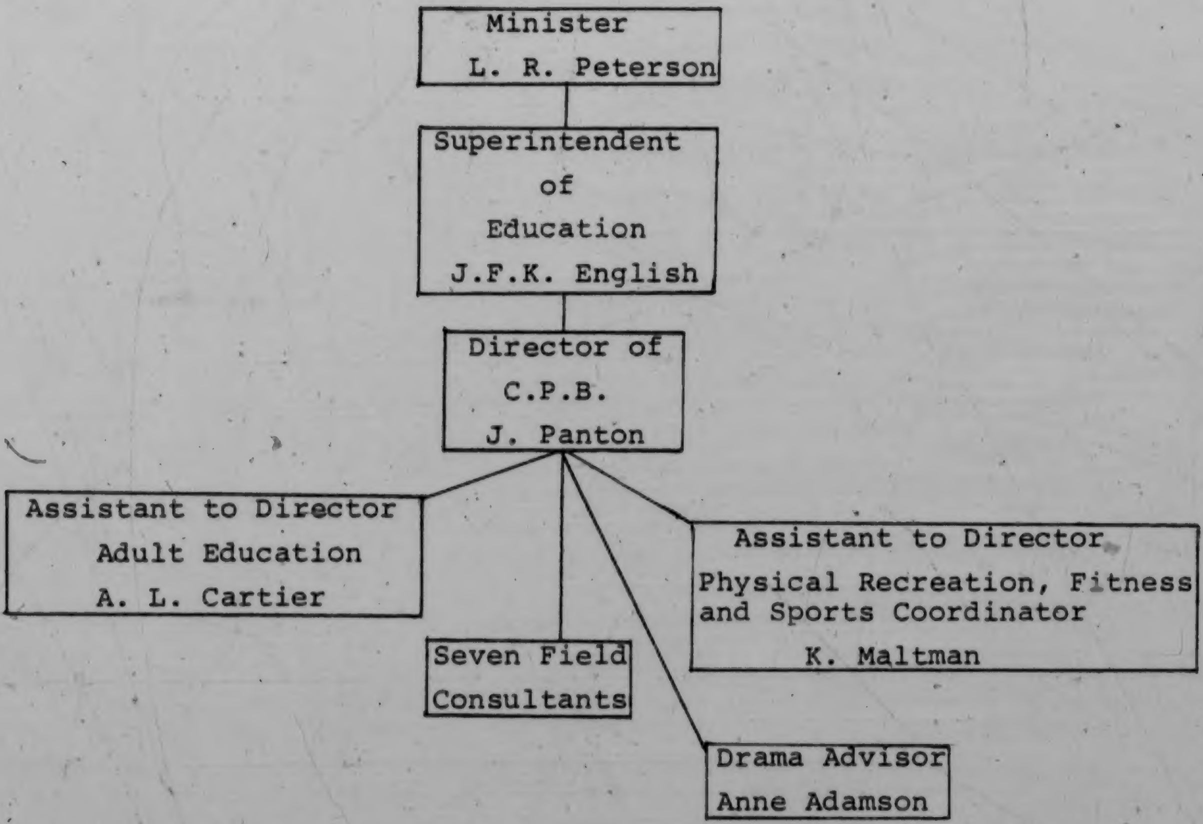

MINISTER OF EDUCATION
DEPUTY MINISTER AND SUPERINTENDENT OF EDUCATION
ASSISTANT DEPUTY
PROVINCIAL BOARD OF EXAMINERS
DEPARTMENTAL CO-ORDINATING COMMITTEE
CHIEF INSPECTOR OF SCHOOLS
Inspection of Schools and Supervision of Elementary and Secondary Instruction.
Special Education of Deaf, Blind, Handicapped.
CO-ORDINATOR OF SERVICES
School District Surveys of School Building Needs.
School Transportation, Boarding, Allowances, Dormitories.
Consultant in School Planning and Legislation.
Special Assignments.
CO-ORDINATOR OF TEACHER-EDUCATION
Teacher-education in: Normal Schools, University, Summer School, In-service Training.
Recruitment of Teachers and Teacher-Trainees.
Teacher Qualifications and Certification.
DIRECTOR OF ADULT EDUCATION
Adult Education: Vocational Education, Industrial Education, Community Programmes, Night Schools, Community Drama.
DIRECTOR OF ADMINISTRATION
Departmental, Administrative and Personnel Matters.
School Planning.
School Building, Supervision and Maintenance.
School Transportation and Boarding Allowances.
School Equipment.
Departmental Annual Report.
School Act Interpretations.
DEPARTMENTAL REGISTRAR
Teachers' Certificates and Evaluation.
Teacher Classification and Registration.
Preparation and Administration of High School Examinations.
Secretary of Board of Examiners.
Students Records, Transcripts and Evaluation.
Strathcona Trust.
DEPARTMENTAL COMPTROLLER
Departmental Budget and Accounting.
School Board Accounting, Budgets, Grants, Debentures, Debt Repayment.
School Finance.
Departmental Statistical Data.
Legislation.
School Finance.
Departmental Organization, Co-ordination, and Evaluation.
Dominion-Provincial Educational Agreements.
School District-Departmental Co-ordination.
Education Soldiers' Dependent Children.
Libraries, Archives, and Museums.
Public Information.
MUNICIPAL AND PROVINCIAL INSPECTORS OF SCHOOLS
Provincial Curriculum Advisory Board.
Curriculum Development and Courses of Study.
Text-book Branch.
Tests, Standards, and Research.
Consultant in Departmental Examinations.
Elementary and Secondary Correspondence Education.
Educational and Vocational Guidance.
School Radio and Visual Education.

Source: B.C. Public Schools Report, 1953-54.

the Blind in Vancouver. Although his broad program of recreational activities for the blind was considered a Branch service, Mr. Lewis was often excluded from the status of being a formal member of the C.P.B. (See Figure 3). During Mr. Wallace's tenure, he doubled as Director of the C.P.B. and Director of Night Schools in the Department, and when he left in 1958 Jim Panton continued in this dual capacity (B.C. Public School Reports, 1953-1970).

FIGURE 3

COMMUNITY PROGRAMMES BRANCH ORGANIZATION CHART - 1963


Minister
L. R. Peterson
Superintendent of Education
J.F.K. English
Director of C.P.B.
J. Panton
Assistant to Director
Adult Education
A. L. Cartier
Seven Field Consultants
Assistant to Director
Physical Recreation, Fitness and Sports Coordinator
K. Maltman
Drama Advisor
Anne Adamson

Source: Community Recreation, bulletin, 1963.

In 1962-63 there was a major organizational change whereby two new divisions were created within the C.P.B., one for Adult Education and another for Fitness and Amateur Sport. This change produced two new positions titled Asssitants to the Director. Mr. A. L. Cartier was named to one and he was placed in charge of Adult Education while Keith Maltman was made responsible for Fitness and Amateur Sport (i.e. Sports and Fitness Coordinator). The creation of a Fitness and Amateur Sports Division came in response to the federal government's Bill C-131, An Act to Encourage Fitness and Amateur Sport (F. and A.S. Act) passed in 1961. With B.C. entering into cost-sharing agreements with the federal government on federal-provincial sports and fitness projects, a F. and A.S. office was set up in Vancouver in 1962, where it could better meet the needs of sport organizations in the province (B.C. Public Schools Report, 1962-63:W 92).

By far the majority of staff in the C.P.B. were the regional consultants whose function was to provide guidance and help to communities. As reported in the Branch's Annual Report: "The objectives of the new Branch are to foster and develop local recreation commissions in all parts of the Province where the need is felt." (B.C. Public Schools Report, 1952-53: p. 28); and, it was specifically the consultants' duty to help in the formation of these locally administered structures. The consultants' role over the years also included a number of other functions. For example, they were instrumental in helping to administer adult education night school programs which were operating in many communities (Pynn, 1977). Another important task assigned to these people was to organize and provide assistance to local centennial committees during B.C.'s four major celebrations in 1958, 1966, 1967 and 1971.[6] According to the Director of the Branch, J. Panton (1977), this particular involvement became so heavy that it actually hindered their primary duties with respect to the C.P.B.'s programs. One of the Branch's annual reports commented on consultants' duties related to the 1966-67 celebrations with the statement that "1964-65 was the first full year of Centennial work and it necessitated some curtailment of Branch work in order to fulfill heavy commitments during the organizational change." (B.C. Public Schools Report, 1964-65:D 100).

It is interesting to note that even with such busy schedules, the number of consultants in the very expansive coastal province actually decreased during the history of the C.P.B.--from nine in 1952-53 to seven in later years. Although such a decrease can be attributed to the reorganization of regional boundaries, such a development is hard to comprehend when C.P.B. responsibilities appeared to be increasing. Another feature was a fairly high turnover rate resulting from retirements, consultants filling new positions within the Branch and resignations; the latter were often precipitated by the heavy travel schedules and workload required of a consultant.

---

[6] The four centennials in B.C. in 1958, 1966, 1967 and 1971 respectively celebrated: B.C. becoming a colony; the colonies of Vancouver Island and B.C. (mainland) uniting; Canadian Confederation; and B.C.'s entrance into Confederation.

Over the course of the C.P.B.'s history, there were administrative changes of some importance. One such development occurred in May, 1962, when the Minister of Education, L.R. Peterson, established a Provincial Advisory Board on Adult Education and Recreation. Composed of eleven lay people and civil servants, this new structure had assigned duties:

> The Board was appointed to act in an advisory capacity to the Department of Education, concerning policy and procedure as related to the Community Programmes Branch. One Board meets periodically to hear reports from the Community Programmes Branch which outlines problems and requirements and the Board then discusses any aspect of the Branch it deems necessary and submits recommendations to the Deputy Minister (B.C. Public Schools Report, 1962-63:W 88).

In 1962-63, this Advisory Board met three times, and then twice annually until 1967-68 when it convened only once. The 1968-69 Report of the Branch has no mention of the Provincial Advisory Board which presumably meant that it disbanded sometime during the course of the year (B.C. Public Schools Reports, 1962-69).

A modification in the Branch took place in 1966-67 when the Director of the Adult Education Division, Mr. A. L. Cartier, was made responsible to the Assistant Superintendent (Instructional Services) of the Department of Education--a move partly necessitated by the increasing demands made on this Division within an already overburdened and short-staffed C.P.B. Yet, the Adult Education program continued to remain as one of the advertised Branch services (B.C. Public Schools Reports, 1966-70).

From a sport point of view, an important event took place in 1966-67 when a six-man committee, representing the British Columbia Recreation Association (B.C.R.A.), the British Columbia Sport Federation (B.C.S.F.) and the British Columbia Amateur Sports Council (B.C.A.S.C.) was formed. This committee was permitted to sit in on grant allocation meetings pertaining to the federal-provincial fitness and amateur sports projects. The purpose of such a committee was to acquaint these bodies with the grant procedure and to encourage them to provide suggestions and guidance to the Branch concerning the use of the conditional grant funds (B.C. Public Schools Reports, 1967-68:G 110).

All annual budgets for the C.P.B. are outlined in Table 4. Nevertheless, some explanation of these appropriations is required. B.C. Public Accounts are difficult to interpret sometimes and it was not always possible to obtain a true breakdown of appropriations to the C.P.B. because of the tendency in these government records to group everything under the title of Adult Education. As a result, totals for Adult Education include salaries and expenses for employees outside of the C.P.B. Grants to recreation commissions and funds for the Fitness and Amateur Sport Division (from 1967 to 1970)

TABLE 4

ANNUAL BUDGETS OF THE COMMUNITY PROGRAMMES BRANCH AND THE FITNESS AND AMATEUR SPORT DIVISION: 1953 - 1970

Year	Salaries	Adult Education (C.P.B.) Total	Grants to Recreation Commissions	FITNESS AND AMATEUR SPORT DIVISION BUDGET Salaries	Other Expenses	Division Total	Federal Government's Share
1953-54	$ 45,065.42	86,799.74	n.a.	-	-	-	-
1954-55	n.a.	102,485.00	27,766.35	-	-	-	-
1955-56	n.a.	100,006.17	37,564.00	-	-	-	-
1956-57	n.a.	113,616.09	52,946.70	-	-	-	-
1957-58	67,000.00	102,462.73	67,000.00	-	-	-	-
1958-59	71,414.38	95,782.09	74,820.50	-	-	-	-
1959-60	82,293.13	110,334.67	81,102.00	-	-	-	-
1960-61	86,460.67	129,776.68	121,316.50	-	-	-	-
1961-62	81,831.00	122,816.14	148,370.00	-	-	-	-
1962-63	92,068.90	161,187.05	149,949.00	-	-	-	34,686.00
1963-64	112,914.00	168,957.00	155,000.00	-	-	-	16,166.71
1964-65	135,082.00	179,025.00	161,587.00	440.00	56,380.00	56,820.00	39,634.00
1965-66	137,331.00	185,809.00	169,990.00	10,044.00	107,059.00	117,103.00	84,890.00
1966-67	137,711.00	202,421.00	194,274.00	23,557.00	100,870.00	124,427.00	88,252.00
1967-68	171,424.00	242,114.00	201,801.00	18,592.00	105,132.00	123,724.00	86,216.00
1968-69	219,947.00	295,568.00	214,936.00	-	124,097.00	124,097.00	87,596.00
1969-70	245,909.00	309,653.00	219,974.00	-	6,266.00	6,266.00	90,512.00

Source: B.C. Public Accounts 1953-1970; Annual Reports of the Fitness and Amateur Sport Program, Department of National Health and Welfare, 1962-1970. B.C. Public Accounts did not provide a detailed breakdown of the budget of the provincial Fitness and Amateur Sport Division between 1962 and 1964 although this unit was in operation during this time. The Federal government's funds available under the cost-sharing program were administered jointly by the Fitness and Amateur Sport Division and the C.P.B. (e.g. the C.P.B. looked after the physical education scholarship and bursary grants and the F. and A.S. Division administered monies available for provincial sports programs).

were reported separately from the C.P.B. totals, a feature which made it difficult to compute the total budget of the C.P.B. It is still evident though, that there was a small and steady annual growth of expenditures by the B.C. Government agency responsible for the provision of sports services. This growth was directly stimulated by the availability of federal funds under the F. and A.S. Act's cost-sharing program.

Sport-Related Programs

Because of the new orientations of the C.P.B., the services stemming from this agency assumed a very different tone in comparison to the old Pre-Rec scheme. No longer was there a direct programming function with instructors provided, halls rented, equipment supplied and a curriculum set. Instead, the Branch began to provide a number of services at the outset which expanded in scope over the next seventeen years. The following information is a description of these Branch programs and, while some mention is made of all C.P.B. responsibilities, special emphasis is placed on those related to sport.

1. Sport Services. From 1953 until 1962 various sport services (e.g. assisting sport governing bodies in planning sports clinics, assisting with school sport, etc.)were the responsibility of the C.P.B. as a whole. The fiscal year 1962-63 proved to be a turning point with respect to B.C.

Government involvement in sport with the establishment of the Fitness and Amateur Sport Division in the C.P.B. Designed to provide special services to sport organizations, communities and schools, this Division was headed throughout its duration by Keith Maltman, a former regional consultant. He was aided by one full-time and a few part-time clerical staff and, on occasion, other Branch personnel. The services emanating from this small administrative unit were quite substantial and are described in greater detail below.

(a) Sports Communication Network. Because the Division offered services aimed at sport organizations, it immediately began to establish a system of communications between itself and the many sport-affiliated agencies, associations and interested individuals in the province. In its first year of operation, an extensive mailing program was undertaken to acquaint sport bodies with the provincial services, particularly the financial aid available under federal-provincial projects. Keith Maltman regularly attended various meetings of sport bodies to serve in an advisory capacity as the provincial government representative. Over the years the Division's office in Vancouver became a hub of activity as it was utilized by a number of sport organizations which required office assistance in mimeographing material, typing minutes, and printing brochures. As well, the office had some films, books, materials and limited equipment available for use by sport groups (B.C. Public

Schools Reports, 1962-70; Maltman, 1977).

One important aspect of the communications network was the liaison established between the provincial office and the federal Fitness and Amateur Sport Directorate in Ottawa. Through regular national meetings, federal representatives attending provincial events such as Provincial Sports and Fitness Conferences and other types of contact, the two levels of government attempted to co-ordinate and deliver sport services. The F. and A.S. Division also became responsible for some of the functions related to B.C.'s participation in the Canada Games[7] which began in 1967, and in the same year, for the Centennial Athletic Awards program--two federally instituted programs (Maltman, 1977).

(b) Research. The F. and A.S. office became involved to a small extent in forms of research. This work was particularly focused upon fitness research with a few studies undertaken by outside groups supported by the Division. In addition, a sports and fitness survey was conducted in the first year of the Division's operation. While not a major area of sponsorship, some of the government's first involvement in sports and fitness research began under the direction of the F. and A.S. Division (B.C. Public Schools Sports, 1962-70).

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[7] Although the responsibility for B.C.'s participation in the Canada Games rested with the C.P.B., on some occasions certain administrative functions were turned over to the B.C. Sports Federation (Sport B.C.) (Panton, 1978).

(c) Conferences. A very important area in which the Division became involved concerned its sponsorship of three Provincial Sports and Fitness Conferences in 1963, 1964 and 1965. It was at these meetings--attended by most major sport bodies--that the groundwork was established for the formation of the British Columbia Sports Federation (B.C.S.F.). At the 1964 conference a steering committee was formed to work on the development of some type of sports collective. With Keith Maltman putting a great deal of time and energy into this endeavour, the B.G.S.F. became a reality at the third conference on February 6, 1965. Another purpose of these conferences was to allow the C.P.B. and the F. and A.S. Division to communicate with sport organizations in order to discover their problems and how the available finances might be used to aid their cause (Community Recreation, bulletins, 1963-66; Maltman, 1977).

(d) Fitness and Amateur Sport Projects. The Division's major responsibility was the disbursement of funds made available under the federal government's cost-sharing agreements with the provinces, according to Bill C-131, The F. and A.S. Act. Such funding was a landmark in terms of sport development in B.C. as it was the first time that substantial funding for sport was provided on a regular, widespread basis and under established procedures and policy.

The total funding for F. and A.S. projects in B.C. is outlined in Table 5. From such figures one can observe

TABLE 5

FUNDING TO THE SPORTS AND FITNESS PROGRAM*

Year	Number of Federal-Provincial Projects	Federal Government Contribution	Total
1962-63	11	$34,686	$ 14,192.80
1963-64	n.a.	16,166.71	n.a.
1964-65	44	39,634	81,487.37
1965-66	42	84,890	128,652.77
1966-67	50	88,252	138,381.72
1967-68	44	86,216	137,723.57
1968-69	47	87,596	138,458.24
1969-70	51	90,512	139,550.00
1970-71	n.a.	44,726	n.a.

Source: B.C. Public Accounts, 1962-1971; Annual Reports of the Fitness and Amateur Sport Program, Department of National Health and Welfare, 1962-1971. Some discrepancies (e.g. 1962-63 Fiscal Year) exist in this table due to conflicting reports contained in federal and provincial records. Also, while F. and A.S. projects were to be supported on a 60-40 Federal-Provincial cost-sharing arrangement, some projects were provincially sponsored only. Scholarships and bursaries, meanwhile, were federally funded only and their administration was handled by the C.P.B. and not the F. and A.S. Division.

that past the first two years, monies increased from $81,487.37 in 1964-65 to a high of nearly $140,000 in 1966-67. The reasons for the low expenditures initially can be attributed to signing the joint agreements late in the year and only for a one-year period which made the administrative process difficult. In addition, ongoing provincial projects initiated prior to the 1961 base-line year were not eligible for federal funds. For the 1964-65 fiscal year, a three-year agreement was signed which alleviated some of the former problems. Again in 1967-68, a second three-year agreement was signed thereby facilitating the planning for administration of funds (B.C. Public Schools Reports, 1962-70).

Sport organizations were the beneficiares of much of the cost-sharing monies. The various projects which were supported included leadership clinics, seminars and instructional clinics in a variety of activities although requests for other types of projects were entertained. One change occurred in 1964-65 when projects related to schools (i.e. physical education workshops) were dropped as federal-provincial projects and became provincially sponsored only. Presumably, this took place because the educational field was considered a provincial sphere of jursidiction (B.C. Public School Reports, 1962-70).

Three projects in particular tended to dominate in each yearly appropriation of grants. One was the administrative costs necessary to operate the F. and A.S. office in Vancouver, including employee salaries. A second area was the scholarship and bursary program for physical education and recreation students. Finally, extensive [illegible] were used to help in the operation of a joint British Columbia Recreation Association--British Columbia Sports Federation Office, thereby continuing the Branch's policy of helping these two organizations to become more effective.

The programs and services emanating from the F. and A.S. program did much to aid the cause of sport in B.C. Maltman (1977) termed it a very significant event in the province, commenting that:

> At the provincial level here and maybe right across Canada it was a thrilling time to work, 1962 to 1970, especially from '62 to '67 and it sort of culminated in national meetings and [there was] a genuine idealism associated with delivering a particular service-recreation and sport to people.

A number of prominent individuals involved with sport in B.C. including Robert Osborne (1977) and Judge M. Ferguson (1977) did not hesitate to mention the positive developments (i.e. improved sports leadership, increased financial assistance to sport governing bodies, etc.) from this program. When the F. and A.S. Office in Vancouver was eventually shut down in 1970, due to the federal government terminating the cost-sharing agreements, the foundation had already been laid for continued provincial government assistance under a different scheme.

2. Other Services. Prior to and after the establishment of the F. and A.S. Division, the C.P.B. had a number of sport-related functions within its broad recreation mandate. C.P.B. personnel, especially regional consultants, were instrumental in advising communities and organizations on a variety of sport and recreation matters. In this regard they not only stimulated the formation of local recreation commissions but also provided ongoing advice to these local bodies (i.e. program planning, facility construction, etc.). In addition, a substantive effort was put into the preparation for the various Centennials in B.C. with staff of the C.P.B. giving consultation on many of the local Centennial projects, a large number of which involved sports competitions and the construction of sports and recreation facilities (B.C. Public Schools Reports, 1953-1970).

Since a primary function of the C.P.B. was to stimulate the development of community recreation, a grant-in-aid program was established at the Branch's inception. This granting scheme basically provided a monthly grant to communities to help pay for ". . . salaries of those organizing and coordinating local public recreation and, in communities of less than 10,000 population, toward recreation expenses." (B.C. Public Schools Report, 1953-54:0 114). Over the years a number of upward revisions took place with respect to this granting scheme, with the annual totals increasing very rapidly as the total number of commissions grew.

A very large emphasis in the total program of the C.P.B. was placed on various forms of leadership training. The Branch openly stated that "Recreation leadership training is the most important area of Branch responsibility. . ." (B.C. Public Schools Report, 1962-63:W 87). Over the years the C.P.B.'s services in this area included sponsoring workshops, conferences, clinics, seminars and a provincial summer school for recreation leaders, all of which were designed to upgrade the skills of recreation leadership personnel in the province. The purpose of such training sessions often was related to sport development but also included a broad range of topics. As reported in the Branch's 1957-58 report: "Clinics and workshops cover various recreation skills including all sports, crafts, hobbies, art, dancing, drama and playground." (B.C. Public Schools Report, 1957-58:W 52).

One of the main programs in the leadership area involved a summer school for recreation leaders in the province. This training scheme was termed the Provincial Recreation Leadership School and consisted of a one to two-week session held sometime during the summer months. Sport, in some capacity, was part of the curriculum at these summer training sessions. Panton (1977) stressed that when the summer school went to a system of three different seminars in 1963-64, one of these was entirely devoted to improving sports administration skills at the community level. A perusal of the school's program of events, which included sports organization, keep fit - women, physical recreation - men, volleyball, badminton, and swimming-lifesaving, attests to the sport leadership training emphasis at these summer schools (Community Programmes Branch Leadership School Brochure, 1965).

The Annual Provincial Conference was another highlight of C.P.B. involvement in leadership training. After assisting in the establishment of the British Columbia Recreation Association (B.C.R.A.) in 1958, the Branch began sponsoring provincial conferences the same year in conjunction with the B.C.R.A. annual meeting. It was typical of these conferences to frequently have sport-related topics on the schedule of events. Beginning with the 1965 Annual Provincial Conference, the newly established B.C.S.F. formally participated and the title was changed to the B.C. Recreation and Sports Conference with special sports and fitness sessions included on the agenda. The 1966 conference, as well, witnessed a similar structure with the addition of the British Columbia Physical Education Council as a participatory organization and a change in title to the Recreation, Sports and Physical Education Conference (Community Recreation, bulletins, 1963-1966). Afterwards, the provincial conference reverted to its previous format and the 1968 meeting was a joint C.P.B. and B.C.R.A. endeavour (B.C. Public Schools Reports, 1958-70).

The Adult Education Division - Night Schools Program was a section of the C.P.B. responsible for a broad-based adult education program involving both vocational and nonvocational courses. Many of the courses in the latter category were of a recreational sport variety--archery, badminton, basketball, golf, gymnastics, volleyball and women's and men's fitness classes. With large grants provided by the Department of Education, the Night Schools Program in various communities became quite popular, and high on the list of well-attended courses were those in the sport and recreation category. For example, in 1961-62, 1,205 individuals were taking physical fitness type activities; by 1964-65, 359 recreation and fitness courses were reported with an enrollment of 8,318 (B.C. Public Schools Reports, 1953-1970).

The C.P.B. deemed itself responsible for disseminating sport and recreation literature and other types of resources to individuals in the communities. Included in this service was a Catalogue of Recreation Resource Materials which listed holdings (i.e. films, filmstrips, books, pamphlets, instructional manuals and equipment) available on loan to communities. In November 1959, the Branch began publication of a regular quarterly bulletin termed Community Recreation which had a circulation of between 500 and 700 and was designed as a reference source for community recreation personnel (Community Recreation, bulletins, 1959-1970).

There were several other services included in the overall program of the C.P.B.: a recreation program for the blind; drama activities; and a small miscellaneous grants program. The grants program was operated directly by the

C.P.B. and was used for special projects, the largest of which was grants to community swimming and playground programs (See Table 6).

The C.P.B. and a self-contained bureau, the F. and A.S. Division, were responsible for the provision of sports services in B.C. for a number of years. In this cooperative venture, the Division was primarily concerned with provincial sport associations and the elite competitive sport field; meanwhile, the C.P.B. had community-based recreational sport as a major interest, in addition to its concern with the broad recreation spectrum. Of special importance in this provincial government service was the emphasis placed on leadership-type programs which were designed to upgrade community recreation personnel as well as individuals involved with sport associations.

Miscellaneous B.C. Government Involvement In Sport

Between 1953 and 1970 there were other ways in which the B.C. Government exhibited interest in sport apart from the activities of the C.P.B. Departments of the Provincial Secretary, Recreation and Conservation, Travel Industry and possibly even other governmental agencies had this feature in common which illustrated the government's multi-agency approach towards sponsoring activities in this area.

1. Department of the Provincial Secretary. This Department continued, as in the past to provide miscellaneous

TABLE 6

COMMUNITY PROGRAMMES BRANCH GRANTS TO SPORT-RELATED PROJECTS: 1953 - 1970

Year	Grants to Community Swimming and Playground Programs	Other Grants	Annual Total
1953-54	n.a. (23)	-	n.a.
1954-55	n.a. (25)	-	n.a.
1955-56	n.a. (56)	-	n.a.
1956-57	n.a. (60)	-	n.a.
1957-58	n.a. (50)	-	n.a.
1958-59	3,285.00 (53)	-	3,285.00
1959-60	5,500.00 (80)	-	5,500.00
1960-61	9,305.00 (98)	-	9,305.00
1961-62	10,425.00 (117)	-	10,425.00
1962-63	11,570.00 (142)	-	11,570.00
1963-64	6,904.00 (106)	-	6,904.00
1964-65	7,415.00 (115)	-	7,415.00
1965-66	8,766.00 (136)	889.25 (3)	9,655.25
1966-67	8,093.00 (122)	1,120.76 (3)	9,213.76
1967-68	9,408.00 (136)	2,346.95 (6)	11,754.95
1968-69	12,212.00 (158)	864.00 (3)	13,076.00
1969-70	11,824.00 (156)	1,916.74 (3)	13,740.00

Source: Public Schools Reports, 1953-1970. Types of "other grants" included assistance to various organizations (e.g. British Columbia Federation of Schools Athletic Associations, B.C. Recreation Association, etc.) to conduct special projects (e.g. tournaments, conferences, seminars, etc.) Figures in brackets ( ) denote the number of grants.

grants to certain sport organizations and for sport-related projects. Sponsorship was for a wide range of items although one emerging trend was regular support to Olympic and international events as witnessed by grants to the B.C. Olympic and British Empire Games Association and the British Columbia Amateur Sports Council (B.C.A.S.C.). The latter organization was formed in the late 1950's for the purpose of obtaining funds from both the public and private sectors in order to help send B.C. athletes to national championships and Olympic selection trials. Over the years the B.C. Government became a regular contributor to this Council with finances given, usually each Olympic year (Osborne, 1977; Ferguson, 1977).

Another program operating out of the Department of Provincial Secretary provided for a one-third outright grant-in-aid towards construction costs of recreation centres for the elderly. Established in the 1962-63 fiscal year, this financial assistance program was transferred to the Department of Social Welfare in 1967-68 (Annual Report of the Provincial Secretary, 1973:V 14).

The B.C. Government also became involved in providing financial assistance to major international sports festivals. A $200,000 grant for the 1954 Vth B.E. and Commonwealth Games, which the Department of Provincial Secretary gave in 1952-53, was further supplemented in 1955-56 by a $50,000 grant to help defray the deficit incurred as a result of the Games. In the 1960's the provincial government began to support an attempt to gain the Winter Olympics financially and in other ways. In preparation for submitting a bid to the I.O.C., the B.C. Government aided the Vancouver-Garibaldi Olympic Development Association by such means as gaining land clearance to develop Whistler Mountain and encouraging development of the site. As well, various politicians and governmental agencies helped in drawing up plans and in organizing for the proposed event (Hindmarch, 1977). Provincial government activity in this domain increased in the early 1970's and is discussed in more detail in a subsequent section covering the later time period.

One of the most important miscellaneous types of involvement exhibited by the B.C. Government under the auspices of the Provincial Secretary's Department occurred with respect to centennial celebrations in 1958 and 1966-67. While the C.P.B. was very active in the planning and organizational aspects of these celebrations, other forms of governmental assistance were at work as well, particularly in the funding area. With the Deputy Provincial Secretary, Lawrence J. Wallace, serving as Chairman of the Centennial Commission, the Department of Provincial Secretary became actively involved in this provincial event.

Included in the B.C. Centennial Committee of 1958 was an Athletics and Sports Subcommittee. As part of its role, this Committee:

> . . . made suggestions to and considered proposals from governing bodies of sports and other interested organizations, which resulted in seventy-one events of other than a local nature being approved as official Centennial events. Included in the approved list were one World Championship, 4 North American Championships, 24 Canadian Championships, and 17 Western Canadian, Pacific Northwest or equivalent championships (Report of the B.C. Centennial Committee, 1858-1958:92).

The bill for this sponsorship totaled $86,176.75 and the money was used for the purpose of underwriting guarantees for these championship events.

In addition to these major sports events, local centennial committees frequently sponsored sports events, once again subsidized by the B.C. Centennial Celebrations Grants program which provided forty cents per capita to local committees. Of the $551,188 appropriated under the arrangement, an examination of community projects shows that a substantial amount went towards such publicly popular centennial celebrations as sports events (Report of the B.C. Centennial Committee, 1858-1958:337).

Finally, the 1958 Centennial was instrumental in stimulating the construction of numerous sports and recreational facilities in the province. A Centennial Projects Grant program allocated $823,129 to municipalities for all types of these projects. Based on a sixty cents per capita grant which municipalities then supplemented by up to three to four times the Centennial grant, numerous new facilities were constructed. It was calculated that of 344 project grants used to build Centennial memorials, 249 were of a sport and recreational variety with the most popular projects being community halls (94), sports grounds (23) and swimming and wading pools (13) (B.C. Public Schools Report, 1958-59:55-56; Report of the B.C. Centennial Committee, 1858-1958:337).

In 1966-67 two more centennials were jointly celebrated in B.C. A similar type of administrative structure and format was utilized although it was now termed the Canadian Confederation Centennial Committee of B.C. Once again an Athletics and Sports Activity Subcommittee was formed which expended a total of $131,724.40. Key projects sponsored in this area were the establishment of the B.C. Sports Hall of Fame in 1965, the purchase of a portable indoor track and assistance to numerous championship sports events. As in 1958, funds were also given to local committees for their own types of projects which included some sports facility construction and hosting of sports events[8] (The Report of the Canadian Confederation Centennial Committee of B.C.:21).

The Centennial celebrations in B.C. in 1958 and 1966-67 influenced greater provincial government activity in the provincial sporting milieu as it was the B.C. Government which financially supported these Centennials to a large extent. With such a high percentage of centennial events and projects directly affiliated with sport, the B.C. Government became involved to a much greater degree than ever before, particularly in the previously unsupported area of funding assistance towards the building of new sports and recreational facilities.

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[8] A breakdown of funds for sports and recreational facilities and events at the local level was not available.

Another sport-related program under the auspices of the Provincial Secretary's Department was the Nancy Greene Scholarship Program established in 1968 to honour one of Canada's premier skiers. Initially, these were a series of five scholarships of $500 awarded annually to B.C. high school graduates planning to attend a college or university. The scholarships essentially were athletic awards for top athletes although selection criteria included academic qualifications and other factors in addition to athletic ability (Annual Report of the Department of Travel Industry, 1972:G 31; Annual Report of the Department of the Provincial Secretary 1972:V 16).

2. Department of Travel Industry. A government agency which gradually assumed more involvement in sport-related programs during the late 1960's was the Department of Travel Industry. From its inception on April 1, 1967, this agency developed an interest in promoting sport because of its potential in enhancing the tourist industry in the province. As a result, the promotion of skiing was one activity that directly benefited from this Department's promotional programs.

In 1969, the Travel Industry Department embarked on a new scheme which drastically altered the sports picture in the province especially from a government perspective. Early in 1969, this Department instituted plans for an annual Festival of Sports to be conducted at many centres throughout the province each year. The 1969 Department of Travel Industry Annual Report (p. 12) outlined that "Its purpose is to encourage amateur sports aggressively, and indirectly generate more travel throughout the Province at a time of year when tourists normally remain at home."

The B.C.S.F. was a key organization which lobbied for this event, convincing government officials to change the focus of what had originally been planned as a provincial festival geared towards music (i.e. band concerts, jamborees) (Hindmarch, 1977). With the transition to a Festival of Sports, the B.C.S.F. then assisted Travel Industry with the organization of the event. The summer of 1969 was used to advertise the upcoming program to communities and sport groups as B.C.S.F. personnel and Travel Industry employees toured the province for this purpose. The initial response to this event was very favourable among sport bodies and communities with the announcement of the First Annual Festival for the spring of 1970 (Department of Travel Industry Annual Report, 1969:12).

3. Other Types of B.C. Government Involvement in Sport. A crucial development which occurred in 1969 was the establishment of a Physical Fitness and Amateur Sports Fund (P.F. and A.S.)

Fund. This perpetual fund of $10 million came into being when An Act for Appropriation of $130,000,000 of Revenue Surplus was assented to on April 2, 1969 (Statutes of B.C., 1969, Chapter 33:287). Because the Social Credit Government had been in the habit of accumulating surplus revenues, in 1969 it sought a politically expedient means to return these extra finances back to the province. The 1969 Revenue Surplus Appropriation Act, which incidentally included a number of perpetual funds, was announced by the Socreds in the 1969 Budget Speech (p. 22) where it was stated, in far from modest terms, that:

> The perpetual funds have a dual purpose: first, to earn interest in perpetuity for whatever purpose the funds are set up for, and, second, to provide long-term capital investment funds for our schools and hosptials . . . these funds will stand as momuments to good government . . . They result from this great period in British Columbia's history under 16 1/2 years of Social Credit Government.

The P.F. and A.S. Fund had been in the planning stages for a few years at least. In 1967, the report of the Athletics and Sports Activities Subcommittee of the centennial celebrations even hinted at the need for such a fund with the remark that ". . . we feel that the concept of developing a Foundation for the Development and Promotion of Amateur Sport should be given most serious consideration and all possible assistance." (The Report of the Canadian Confederation Centennial Committee of B.C.:20). In commenting on the establishment of this fund, Maltman (1977) reported that

". . . it came about as a long six or seven years of thinking." One reason why the provincial government began planning for a new funding policy was due to a basic mistrust of federal-provincial cost-sharing agreements. This advance preparation seemed warranted when the federal government decided in 1969 to terminate its assistance to the provinces under Bill C-131. By this time B.C. already had its new P.F. and A.S. Fund operational and therefore felt relatively little impact from the federal departure from cost-sharing agreements.

In terms of responsibility, the new fund originally came under the direction of the Attorney-General, although it was the Director of the C.P.B., Jim Panton, who was appointed Secretary of the P.F. and A.S. Fund and administered the grant allocations from Victoria. In 1969, the first year of the fund, $316,752 was allocated under the new scheme (Annual Report of the Department of Travel Industry, 1969:10).

Besides all of the aforementioned sports services provided by various government departments, a few other public agencies developed limited concerns in the field. For instance, the B.C. Department of Recreation and Conservation, which came into being in 1957, had some tie-in with sport, through its concern with environmental factors (i.e. provincial parks) (Statutes of B.C., 1957, Chapter 53:573). Still, this Department, in combination with others, illustrated that the B.C. Government's involvement in sport had expanded over a relatively short time span to the point where it included a number of sport-related services besides those of the primary agency (i.e. the C.P.B.).

Extraprovincial Government Developments in Sport

Sport during the 1950's and 1960's grew in popularity not only at local and provincial levels but nationally and internationally as well. As participation rates rapidly increased and performances steadily improved the administrative elements including provincial sport governing bodies became more sophisticated. At the international level, the period of the cold war was marked with the emergence of the U.S.S.R. as a world sports power. As that nation's success increased along with that of other socialist systems, governmental involvement in sport became more acceptable even to western democratic nations.

In Canada, this trend became evident particularly at the federal government level where, despite the repeal of the National Physical Fitness Act in 1954, the Canadian Government re-emerged in this field with an even greater impact under the 1961 F. and A.S. Act. The effect of this new legislation was evident at the provincial level where the governments were stimulated to increase their sponsorship to sport on the basis of federal-provincial cost-sharing agreements. The federal government's impact in B.C. was visible in the formation of a new administrative unit, the F. and A.S. Division, through which services were provided to sport organizations. In addition, a new federally-initiated program, the Canada Games, first held in Quebec City in 1967, introduced an event of national significance, one which was to have ramifications on provincial government sport interests.

Other developments, too, were having dramatic effects on sport in B.C. One example was the previously discussed centennial projects with their large emphasis on sports. Provincial sport governing bodies were also improving in terms of administrative capabilities and were expanding their programs (e.g. instructional clinics, coaching seminars, etc.); this, in part, could be attributed to the provincial and federal assistance accorded these bodies. Elementary and secondary school physical education and athletic programs were another area in which growth was taking place. Within the educational field as well, the physical education degree program at the University of British Columbia was expanded to include a graduate degree at the masters level in 1957. In 1961 it became the School of Physical Education and Recreation and then in 1969 a degree of Bachelor of Recreation was approved (Osborne, 1970:376). Meanwhile, municipal recreation commissions were functioning in nearly all communities and regions in the province and gradually extending the scope of their services with some provincial government assistance. Above all, there was the emergence of new provincial organizations such as the British Columbia Recreation Association in 1957 and the B.C. Sports Federation in 1965, both of which grew in stature, and in time, began to affect change on the provincial sports scene.

THE PRIMARY B.C. GOVERNMENT SPORT AGENCY: 1970-1977

Background

B.C. entered the 1970's on an optimistic note with the 1971 B.C. Centennial celebrating the province's one-hundredth year in Confederation. Politically, the province continued to be governed by the Social Credit party but there was some evidence of chinks in the once mighty Socred armour. Public disenchantment with Premier Bennett's regime occurred partially because of an unstable economic situation, and although the standard of living in the Seventies was higher than ever before, the province faced an economic slowdown, continuing inflation and chronic unemployment (Robin, 1978: 283-290).

Over a twenty-year period the total budget of the provincial government soared from $118 million to $1.5 billion by 1972-73. But, as the new decade commenced, the Socreds were plagued by a number of political blunders in such areas as hydro-electric projects, forestry and pollution control (Robin, 1973:293-300). By early 1972, the governing party's credibility waned considerably; as one author pointed out: "Social Credit's economic leadership had badly failed; its political leadership faltered." (Robin, 1973:302). As a result, twenty years of Social Credit and Bennett rule came to an end in the August 1972 election, when the New Democratic Party (N.D.P.) swept to power led by Dave Barrett.

Under the N.D.P., new policies naturally came into effect. This socialist-inclined party began to initiate plans geared towards more people-oriented social services (e.g. government-run auto insurance). Over a three-year period, the N.D.P. was not successful in relieving all of the province's economic and social ills to the satisfaction of the electorate. When an election was called in December 1975, the brief N.D.P. reign came to an end. It was replaced by a revamped Social Credit Party, headed by Bill Bennett, son of the former Premier.

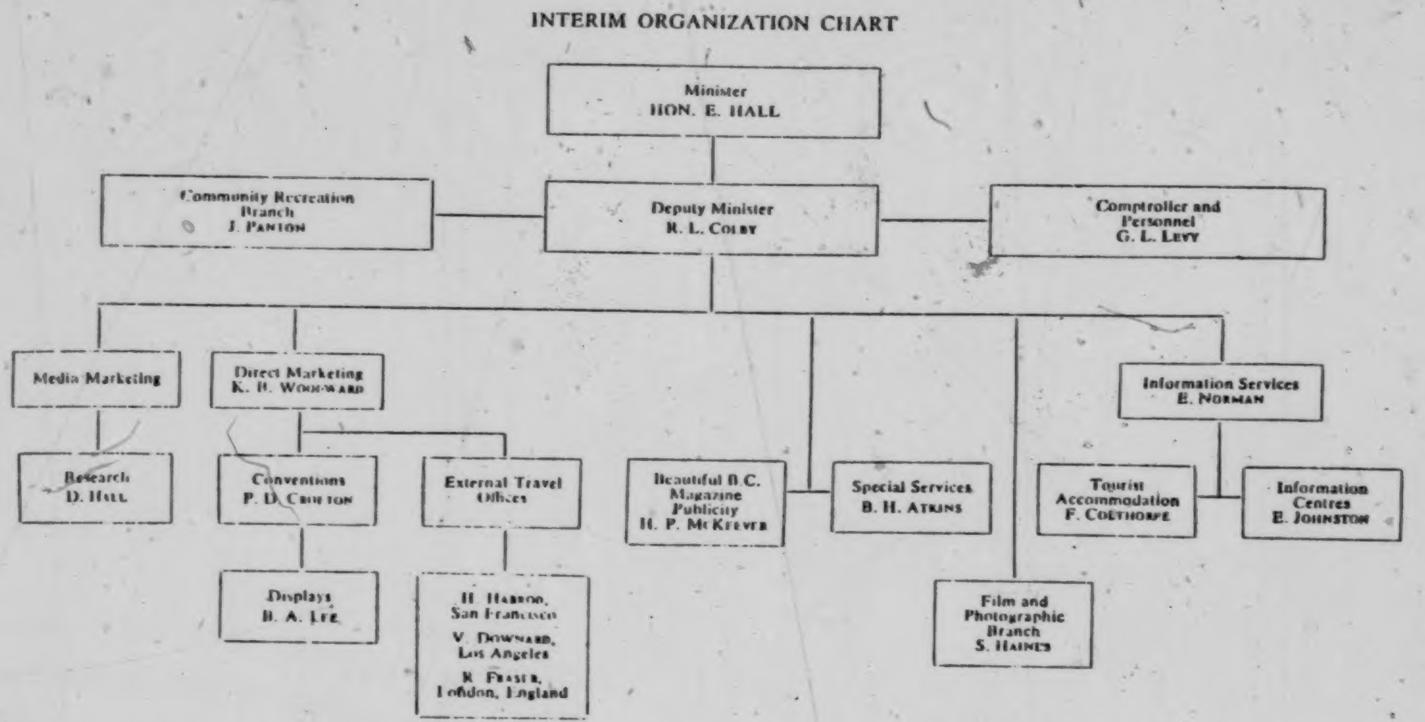
During this political turmoil in the Seventies, the primary government agency responsible for sport in B.C. underwent a number of important changes. Coupled with other developments, a modified approach to B.C. Government involvement in sport was in effect by 1977.

Structure of the Primary Agency Responsible for Sport

On April 1, 1970, the former Community Programmes Branch (C.P.B,) of the Department of Education transferred to the Department of Travel Industry, with a name change accompanying the move (See Figure 4). The staff of the newly-termed Community Recreation Branch (C.R.B.) were satisfied with their new title, feeling that "The change of name from Community Programmes Branch to Community Recreation Branch has

FIGURE 4

ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF TRAVEL INDUSTRY: 1972


INTERIM ORGANIZATION CHART
Minister HON. E. HALL
Community Recreation Branch J. PANTON
Deputy Minister R. L. COLBY
Comptroller and Personnel G. L. LEVY
Media Marketing
Direct Marketing K. B. WOODWARD
Information Services E. NORMAN
Research D. HALL
Conventions P. D. CHILTON
External Travel Offices
Beautiful B.C. Magazine Publicity H. P. McKEEVER
Special Services B. H. ATKINS
Tourist Accommodation F. COLTHORPE
Information Centres E. JOHNSTON
Displays B. A. LEE
H. HARROP, San Francisco
V. DOWNARD, Los Angeles
R. FRASER, London, England
Film and Photographic Branch S. HAINES

Source: Department of Travel Industry Annual Report, 1972-73.

more clearly defined the work of the Branch." (Report of the Department of Travel Industry, 1970:I 84). On the other hand, the shift in departments did not occur without hard feelings, particularly on the part of C.P.B. personnel. During the 1960's, the Branch was faced with ever-increasing demands for its services, a situation which led the C.P.B. to make numerous and almost annual proposals to the government for greater funds, additional personnel and certain administrative revisions (Panton, 1977). The status of the Branch as a small unit within the Department of Education must have carried little weight in Cabinet and government decision-making since no action was forthcoming at that point in time.

In 1969 with the announcement of the B.C. Festival of Sports in the Department of Travel Industry, the B.C. Government apparently saw an opportunity to utilize the C.P.B. in a new fashion--helping to administer this event. The shift of the Branch to Travel Industry came as a surprise to the staff of the C.P.B., who, if anything, had anticipated moving to a seemingly more appropriate agency--the Department of Recreation and Conservation (Panton, 1977). The government apparently was influenced by the B.C.S.F. and the Deputy Minister of Travel Industry, Mr. R.B. Worley, to move the Branch to the Department of Travel Industry. While the motives were for the C.P.B., particularly its regional consultants, to help in the administration of the Festival of Sports, there was also some belief that by shifting the C.P.B. to a smaller Department where it could have a higher profile, perhaps some of the Branch's grievances could be alleviated (Hindmarch, 1977). With the reasons behind this structural change complex and not entirely known, suffice it to say that the move took place for very politically motivated reasons, definitely not at the request of the C.P.B., and not entirely with the best interests of sport in mind.

A few staff changes took place in 1970-71 within the C.R.B.; one of these was the departure of Keith Maltman as Sports and Fitness Coordinator. He left to become the Recreation Director in Kelowna because of some differences of opinion with personnel associated with the C.R.B., especially the Director, Jim Panton; and secondly Maltman did not wish to move to Victoria when the F. and A.S. Division office shifted to the provincial capital in 1970 (Maltman, 1977). Gordon Pynn, a regional consultant of the Branch was appointed the new Sports and Fitness Coordinator and he also took on the task of Secretary of the P.F. and A.S. Fund, replacing Jim Panton who remained as Director of the Branch. Besides the Director and the Sports and Fitness Coordinator, the staff of the C.P.B. included: a drama specialist, Miss A. Adamson; Mr. Joe Lewis who dealt with recreation services for the blind and worked independently through the Canadian National Institute for the Blind in Vancouver; and a seven-man complement of regional consultants which was increased by one with the opening of a field office for the Greater Vancouver region in 1973 (Reports of the Department of Travel Industry, 1970-1973).

From a structural standpoint, an interesting development occurred at the political level in 1971 when Pat Jordan was appointed a Minister without Portfolio in the Cabinet. One of her special responsibilities was recreation, and in this capacity she worked closely with the Minister of Travel Industry, Mr. K. Kiernan, in whose Department the C.R.B. was located (B.C.R.A. Recreation Reporter, July-August, 1971:1). This development was significant in that it was the first time sport and recreation was accorded a voice in Cabinet via a specific Minister designated responsible for the area.

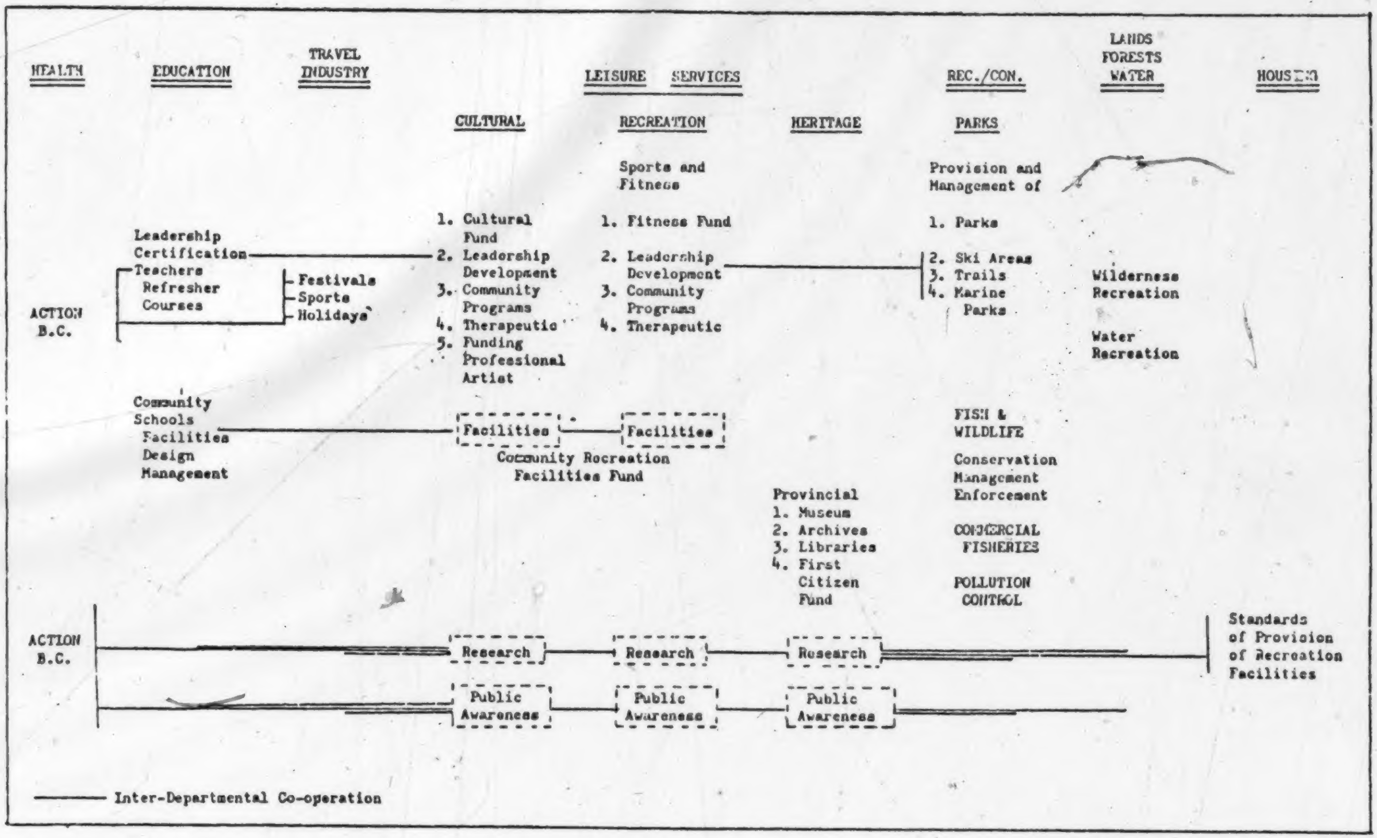
When the N.D.P. came to power on August 30, 1972, it promptly took action to implement certain structural revisions. The first prominent step was the commissioning of Dr. Eric F. Broom on April 17, 1973, to undertake a comprehensive study of leisure services in the province. The C.R.B. heralded the move, evident in their pronouncement that "Perhaps the most exciting development in 1973 was the announcement by the Government of the comprehensive British Columbia study of recreation in its broadest concept." (Annual Report of the Department of Travel Industry 1973:G 38). Leisure Services in British Columbia, commonly referred to as the Broom Report, was tabled in the B.C. Legislature in February, 1974; its contents included a number of recommendations to the government's leisure service approach, several of which were specific to the area of sports.

One quick and important change attributable in part to the Broom Report was that the C.R.B. was placed in charge of the administration of the B.C. Festival of Sports. In 1974, Mr. Graham Hill was hired as a special recreation consultant, working out of the C.R.B.'s provincial coaches' office in Vancouver; his task was to serve as the Manager of the B.C. Festival. Such a move terminated the joint B.C.S.F./ Department of Travel Industry administration of this event, with the C.R.B. now serving as the co-ordinating unit for an expanded festival format (i.e. art, music, cultural events) which went beyond the previous sport theme and resulted in a change of title to simply the B.C. Festival (Annual Report of the Department of Travel Industry, 1974:H 34).

Other recommendations from the Broom Report were slow in being implemented, but the N.D.P. did have specific plans to structurally alter the provincial government leisure services in a more co-ordinated fashion. In a speech to the B.C.S.F.'s Annual General Meeting on June 15, 1974, the Hon. E. Hall, Minister of Travel Industry, disclosed the government's plans to reorganize its leisure service and recreation program, with the formation of some type of Leisure Services Unit (See Figure 5) (B.C.R.A. Recreation Reporter, May-June, 1974:11). This structural highlight finally came to fruition

FIGURE 5

PROPOSED B.C. GOVERNMENT LEISURE SERVICES STRUCTURE: 1974


HEALTH
EDUCATION
TRAVEL INDUSTRY
LEISURE SERVICES
REC./CON.
LANDS FORESTS WATER
HOUSING
CULTURAL
RECREATION
HERITAGE
PARKS
Sports and Fitness
Provision and Management of
1. Cultural Fund
2. Leadership Development
3. Community Programs
4. Therapeutic
5. Funding Professional Artist
1. Fitness Fund
2. Leadership Development
3. Community Programs
4. Therapeutic
1. Parks
2. Ski Areas
3. Trails
4. Marine Parks
Wilderness Recreation
Water Recreation
ACTION B.C.
Leadership Certification
Teachers Refresher Courses
Festivals
Sports
Holidays
Community Schools
Facilities Design Management
Facilities
Facilities
Community Recreation Facilities Fund
FISH & WILDLIFE
Conservation Management Enforcement
COMMERCIAL FISHERIES
POLLUTION CONTROL
Provincial
1. Museum
2. Archives
3. Libraries
4. First Citizen Fund
ACTION B.C.
Research
Research
Research
Public Awareness
Public Awareness
Public Awareness
Standards of Provision of Recreation Facilities
Inter-Departmental Co-operation

Source: Recreation Reporter, May-June, 1974 on May 29, 1975, when the Department of the Provincial Secretary announced:

> . . . the appointment of Dr. E.F. Broom to the position of Associate Deputy Minister responsible for consolidating and co-ordinating the Provincial Government services to recreation, amateur sport, physical fitness, and cultural activities.
>
> Soon after his appointment, the Community Recreation Branch of the Department of Travel Industry was transferred to this Department and along with the Cultural Program became components of the Leisure Services Branch. By year-end this Branch was composed of 24 full-time positions (Annual Report of the Department of the Provincial Secretary, 1975:AA 14).

Actually, the Broom Report (1974:157) had called for more drastic measures--that is, the establishment of ". . . a new Department of Leisure Services, with a mandate for cultural, heritage and recreation development in British Columbia." However, the formation of a Leisure Services Branch was the initial move in this direction--intended to serve as a holding pattern until the political climate warranted the major change proposed by Broom.

The new Leisure Services Branch (L.S.B.) basically consisted of a transfer of the old C.R.B. to the Provincial Secretary's Department in July, 1975. Dr. Broom was placed in charge of its three divisions: Community Recreation, Arts and Sports headed by Jim Panton, Tom Fielding and Gordon Pynn, respectively. Staff-wise, positions were added to the Branch on the cultural side of the Arts Division, but the Community Recreation and Sports Divisions experienced little real growth. In August, 1975 a provincial co-ordinator, Bill

McAllister, was hired to administer the National Coaching Development Program (N.C.D.P.) in B.C. This individual operated out of the main Victoria office of the Leisure Services Branch (Annual Report of the Department of the Provincial Secretary, 1975:AA 47-53).

Therefore, under a new title and a slightly altered administration, the government's sports programs continued to operate similar to the past but in expectation of further proposed reforms. This was not immediately forthcoming as the Social Credit replaced the N.D.P. in the December 11, 1975, election; as a result, the L.S.B. languished in the Department of the Provincial Secretary while the new government planned a course of action.

During 1976 the government commissioned Harry Jerome, one of Canada's all-time great track stars, to undertake a special study of Government services to sport and recreation. Commenting on his investigation, Jerome announced that:

> "My job won't be to furnish another report on sport and recreation . . . My job will be to provide the government with an overview, a look at the programs and delivery systems as they exist in the province now." Jerome said B.C. has definitely fallen behind the rest of Canada in the sport and recreation field. "I intend to find out why and what we can do to bring it into line with the rest of the country." (B.C.S.F. Newsletter, May 1976:2).

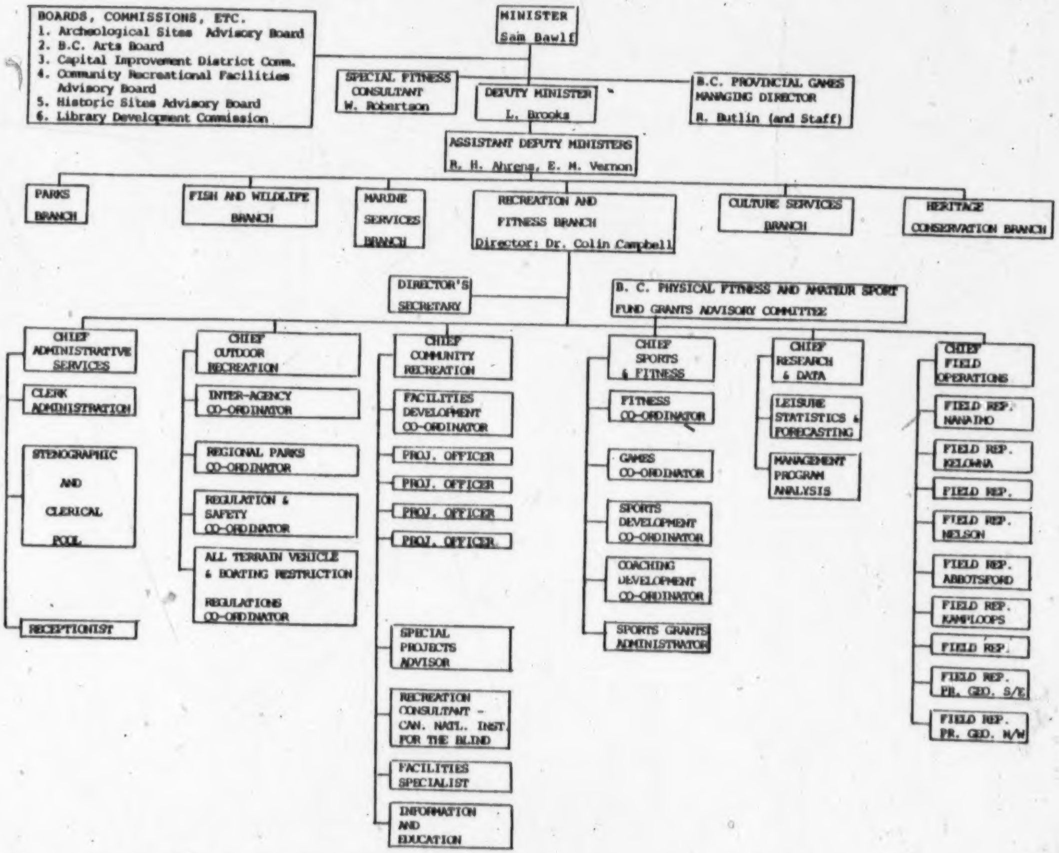
Jerome's report ended up as a confidential, unpublished study submitted directly to the Hon. Grace McCarthy, Minister of the Provincial Secretary. Its recommendations presumably served as guidelines for new government policies.

Meanwhile, in the fall of 1976, the B.C. Government released a major policy statement announcing that ". . . the department system will be abolished and replaced by a ministerial system similar to that of the federal government and some provinces." (Edmonton Journal, October 26, 1976). Concomitant with this change, the L.S.B. was transferred to the Ministry of Recreation and Conservation under the guidance of a new Minister, the Hon. Sam Bawlf. In effect, a consolidation took place as a number of leisure, recreation and sports services previously scattered in other agencies were incorporated under one ministry. A report in the Recreation Society of British Columbia Bulletin (December, 1976:1) applauded this revision, stating that ". . . you can see that most aspects of government sponsored Recreation, Sports, Parks and Cultural programs have been brought together under one umbrella which should facilitate the delivery of services to communities."

In late 1976 and during 1977, plans were made to facilitate the structuring of the new Ministry. Structures in other provinces were examined and meetings were even arranged with officials of Alberta's Department of Recreation, Parks and Wildlife. The end result was a plan for a six-branch ministry with one of these termed Recreation and Fitness (see Figure 6). This Branch was composed of four divisions:

FIGURE 6

ORGANIZATIONAL STRUCTURE OF THE MINISTRY OF RECREATION AND CONSERVATION: 1977


BOARDS, COMMISSIONS, ETC.
1. Archeological Sites Advisory Board
2. B.C. Arts Board
3. Capital Improvement District Comm.
4. Community Recreational Facilities Advisory Board
5. Historic Sites Advisory Board
6. Library Development Commission
MINISTER
Sam Bawlf
SPECIAL FITNESS CONSULTANT
W. Robertson
DEPUTY MINISTER
L. Brooks
B.C. PROVINCIAL GAMES MANAGING DIRECTOR
R. Butlin (and Staff)
ASSISTANT DEPUTY MINISTERS
R. H. Ahrens, E. M. Vernon
PARKS BRANCH
FISH AND WILDLIFE BRANCH
MARINE SERVICES BRANCH
RECREATION AND FITNESS BRANCH
Director: Dr. Colin Campbell
CULTURE SERVICES BRANCH
HERITAGE CONSERVATION BRANCH
DIRECTOR'S SECRETARY
B. C. PHYSICAL FITNESS AND AMATEUR SPORT FUND GRANTS ADVISORY COMMITTEE
CHIEF ADMINISTRATIVE SERVICES
CLERK ADMINISTRATION
STENOGRAPHIC AND CLERICAL POOL
RECEPTIONIST
CHIEF OUTDOOR RECREATION
INTER-AGENCY CO-ORDINATOR
REGIONAL PARKS CO-ORDINATOR
REGULATION & SAFETY CO-ORDINATOR
ALL TERRAIN VEHICLE & BOATING RESTRICTION REGULATIONS CO-ORDINATOR
CHIEF COMMUNITY RECREATION
FACILITIES DEVELOPMENT CO-ORDINATOR
PROJ. OFFICER
PROJ. OFFICER
PROJ. OFFICER
PROJ. OFFICER
SPECIAL PROJECTS ADVISOR
RECREATION CONSULTANT - CAN. NATL. INST. FOR THE BLIND
FACILITIES SPECIALIST
INFORMATION AND EDUCATION
CHIEF SPORTS & FITNESS
FITNESS CO-ORDINATOR
GAMES CO-ORDINATOR
SPORTS DEVELOPMENT CO-ORDINATOR
COACHING DEVELOPMENT CO-ORDINATOR
SPORTS GRANTS ADMINISTRATOR
CHIEF RESEARCH & DATA
LEISURE STATISTICS & FORECASTING
MANAGEMENT PROGRAM ANALYSIS
CHIEF FIELD OPERATIONS
FIELD REP. NANAIMO
FIELD REP. KELOWNA
FIELD REP.
FIELD REP. NELSON
FIELD REP. ABBOTSFORD
FIELD REP. KAMLOOPS
FIELD REP.
FIELD REP. PR. GEO. S/E
FIELD REP. PR. GEO. N/W

Source: Organizational Highlights, Premier's Office, Government of B.C., 1976; Panton, 1978; Campbell, 1978 (modified and revised). This organizational chart is not a comprehensive diagram depicting the entire Ministry of Recreation and Conservation but instead emphasizes the most relevant sports structures, especially the Recreation and Fitness Branch in its proposed form.

Community Recreation; Sports and Fitness; Outdoor Recreation; and Research and Planning (Panton, 1977). As the new Ministry slowly began to take shape in 1977, it supplemented its sports services with the announcement of a major program:

> Recreation minister Sam Bawlf has ended five years of speculation with his announcement that the provincial government will establish an annual British Columbia Games competition next year [1978]. The first competition will be in winter sports and thereafter it will alternate with summer games in each succeeding year . . . $400,000 will be budgeted each year for operating expenses (Victoria Daily Colonist, Feb. 6, 1977).

The new games meant more government restructuring. As a result, Ron Butlin was hired on August 1, 1977, as the B.C. Games Managing Director and this individual along with his staff reported directly to Recreation and Conservation Minister, Sam Bawlf (Panton, 1978). Although this Games' structure was not linked to the Recreation and Fitness Branch, there were plans for the regional staff representatives of the Branch to be used in helping to organize the new provincial games scheme throughout the province. The B.C. Games Managing Director was also assisted by a Games Advisory Committee of five lay members who recommended sites and policies for the provincial games.[9] (B.C. Government News Vol. 22, No. 3:3; Campbell, 1978; Panton, 1978).

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[9] Ron Butlin came to B.C. in the position of Managing Director with credentials which included four years experience in administering the Alberta Games (See Alberta Chapter). In addition to the Games Managing Director in B.C., there was also an assistant, secretarial staff and plans to hire other full-time professional employees. These individuals worked solely on the provincial games with the First B.C. Summer Games scheduled for Penticton in 1978, and the First B.C. Winter Games to be held in 1979 (Panton, 1978).

In 1977, another special appointment was the hiring of a Fitness Consultant, Wendy Robertson. Similar to the peculiar structural relationship of the Games with the Recreation and Fitness Branch, Miss Robertson also remained outside of the Branch's structure and instead reported directly to higher departmental authorities (i.e. Assistant Deputy Minister and Minister) (Panton, 1978).

By the end of 1977 the reorganization of the Recreation and Fitness Branch was still taking place with all proposed alterations and appointments still incomplete due to the slow reaction of the Treasury Board and the government in approving all the plans. Two important changes occurred in 1977 when long-time civil servant, Jim Panton, retired, and secondly when Dr. Colin Campbell, who had been employed elsewhere in the Department of Recreation and Conservation, was hired as the Director of the Recreation and Fitness Branch. However, the ability of the new agency to operate in the intended fashion, was seriously hampered by the lack of government action in completing all structural changes to the Recreation and Fitness Branch (Panton, 1978).

Over a seven-year span, several important structural alterations were made with respect to the primary provincial government agency responsible for sport. The budget of this agency grew annually with noticeable increases coinciding with the major structural revisions. Table 7 illustrates this growth of provincial government financial assistance

TABLE 7

COMMUNITY RECREATION BRANCH/LEISURE SERVICES BRANCH

ANNUAL BUDGETS

YEAR STATISTICS	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
(1) Salaries	$106,980	$129,398	$143,358	$171,209	$243,043	$304,269	n.a.
(2) Grants & Subsidies	214,790	209,011	229,503	315,195	411,419	400,441	n.a.
(3) Other Expenses (administration, special projects etc.)	39,506	52,007	33,906	68,931	80,959	107,199	n.a.
(4) Total	316,276	390,416	406,767	555,335	735,421	811,909	1,141,795

Source: B.C. Public Accounts, 1970-1977.

which reached an all-time high of $2,030,406 in 1976-77.

Sport-Related Programs

As the primary agency responsible for sport, the C.R.B., followed by the L.S.B. and then the Recreation and Fitness Branch, maintained functions, similar to those of their predecessor, the C.P.B., with the addition of only a few new responsibilites. The programs of this Branch merit further discussion under specific headings with the heaviest concentration placed on services related to sport.

1. Sports Services. The Sports and Fitness Division, a one-man unit headed by Gordon Pynn, was responsible for a large number of the sports services of the B.C. Government. In the short but dynamic period of the Seventies, the Division expanded its programs, aided by a unique source of funding.

(a) Physical Fitness and Amateur Sports (P.F. and A.S.) Fund. This perpetual fund provided the bulk of finances which allowed the B.C. Government to sponsor sport in the province. When initially established in 1969, the $10 million fund returned about $750,000 interest per annum for use on sport and fitness. Subsequently, two additions were made to the fund; one in 1972 increased it to $15 million and another in 1974 made it $20 million which increased the yearly interest total to approximately $1.5 million (Pynn, 1977; Annual Reports of the Department of Travel Industry, 1972-1974).

The administration of this fund was under the Department of the Provincial Secretary although from the beginning Branch personnel, Jim Panton and then Gordon Pynn, served as the secretary of the P.F. and A.S. Fund. In its early years, a special committee of four cabinet ministers were made custodians of the fund and had the final say with regards to grant applications (Hindmarch, 1977; Results of Third Annual B.C. Festival of Sports, 1972:4). Shortly after the fund was established, a Grants Advisory Committee was structured with representatives from the provincial government and the public at large. In 1973 this committee had six individuals (four lay, two government) but by 1975 it had been expanded to nine (six lay, three government) with the secretary included in the government totals. The four-member Cabinet committee lasted only for a few years--until the fund began to operate smoothly--and then only the Minister of the Provincial Secretary acted as an overseer on the recommendations of the Grants Advisory Committee. For the most part, the Committee's grant recommendations were adhered to without significant change at the political level (Broom Report, 1974:26; Broom, 1977; Winslade, 1977).

The grants distributed from the P.F. and A.S. Fund were administered to three distinct groups: provincial amateur sport governing associations, provincial coordinating agencies for amateur sport and physical recreation, and provincial fitness projects. The objectives of the Fund for each of these three areas are outlined in Table 8 , which illustrates what was eligible for funding and the various restrictions imposed on the grants. Under such a format, numerous sport governing bodies qualified for yearly grants. A perusal of grants to all associations and projects over the years reveals that four bodies in category two (i.e. provincial coordinating agencies) were the recipients of the largest funds. In 1976, the B.C. Sports Federation, (Sport B.C.), the B.C. Federation of School Athletic Associations, the Outdoor Recreation Council of B.C. and the B.C. Recreation Association received $140,000, $75,000, $50,000 and $45,400 respectively because of their status as associations with multi-sport interests (See Table 9) (Pynn, 1977; Ferguson, 1977).

In addition to grants given directly to sport associations, a number of special programs and projects received monies from this fund. Frequently, non-recurring projects received varying amounts of financial aid, but a few notable programs received regular financial assistance. For example, in 1972, grants were used from the P.F. and A.S. Fund to hire the first provincial coaching development co-ordinators in basketball, track and field and volleyball. In subsequent years, grants were ~~given~~ for similar positions in diving and ice hockey (1973) and soccer and baseball (1974). By 1977 these seven coordinators were subsidized to the extent of $35,000 each with the funds used to pay salaries, travel expenses,

TABLE 8

OBJECTIVES OF THE B.C. PHYSICAL FITNESS AND AMATEUR SPORTS FUND

A. PROVINCIAL AMATEUR SPORT GOVERNING ASSOCIATIONS (Objectives in priority order)

1. Sport Development. The primary purpose of the Fund is to assist with the development of sports and fitness programs in all parts of the province. Projects designed to do this such as clinics, schools, seminars, and workshops for coaches, officials, and participants receive high priority. The majority of the grant from the B.C. P.F. and A.S. Fund must be used for coaching and officiating development programmes.

2. Participation. Citizens in all parts of the province should be encouraged to participate in sports and fitness programs and sport governing associations have a responsibility to encourage province-wide participation.

3. Competition. Sport competition commensurate with the needs of the sport should be organized and promoted by the sport governing association.

4. Travel. In-province travel is included in annual applications to the Fund. Travel expenditures for national championships, international competition, and Western Canadian championships are not included in annual submissions to the Fund and are considered on representation to the Fund when required.

5. Administration. Administrative expenditures of sport governing associations must reflect their concern and operation of the sport on a province-wide basis. Executive travel is included under this administration section.

N.B. Awards, Equipment and Facilities are not covered by grants from the Fund.

B. PROVINCIAL COORDINATING AGENCIES FOR AMATEUR SPORT AND PHYSICAL RECREATION. The Fund may contribute grant assistance for the following items:
1. Salaries subsidy
2. Office expense and supplies subsidy
3. Travel allowance subsidy
4. Rental of facility subsidy
5. Educational activities subsidy (includes conferences, seminars, annual meetings, clinics, etc.)
6. Educational and information materials subsidy (includes newsletters, pamphlets, news releases, and leaflets).

C. PROVINCIAL FITNESS PROJECTS. The Fund may contribute grant assistance to an association for fitness projects organized on a province-wide basis and organized to serve the Province of British Columbia.

Source: B.C. Physical Fitness and Amateur Sports Fund Application Procedure, mimeograph, 1976.

TABLE 9

PHYSICAL FITNESS AND AMATEUR SPORTS FUND

CONTRIBUTIONS TO SPORT

PART I

Year	Balance (Start of Fiscal Year)	Revenue	Expenditure	Balance (End of Fiscal Year)
1969-70	-	n.a.	n.a.	131,887
1970-71	$131,887	734,510	370,805	495,587
1971-72	495,587	712,967	707,585	500,969
1972-73	500,969	995,418	931,886	564,501
1973-74	564,501	1,085,097	1,023,020	625,978
1974-75	625,978	1,363,351	1,240,114	749,215
1975-76	749,215	2,096,511*	1,795,817	1,049,909
1976-77	1,049,909	2,546,184	1,531,865	2,064,228

*Revenues each year are from interest on the fund. In 1975-76 this revenue included $400,000 from the Lottery Fund plus $100,000 from the Western Canada Lottery Foundation.

PART II

YEAR	AMOUNT
1969	$316,752.00
1970	590,950.00
1971	737,684.72
1972	981,700.00
1973	1,016,425.00
1974	1,219,039.00
1975	1,388,537.95
1976	2,032,109.25

Source: Part I of this table consists of figures taken from B.C. Public Accounts which are reported according to fiscal years. Part II are figures taken from an unpublished Leisure Services Branch document outlining annual contributions from the P.F. and A.S. Fund; hence the discrepancy between the two tables.

etc. (Annual Reports of the Department of Travel Industry, 1970-1975; Pynn, 1978; Nicholls, 1978).

Another regularly financed program accounting for a large percentage of funds was a series of provincial athletic awards. In 1968, a special Nancy Greene scholarship program was established and supplemented in 1972 with two new sets of scholarships, the Premier's Athletic Awards and the B.C. Athletic Awards. Although administered directly out of the Provincial Secretary's Department, most of the finances for this program were obtained from the P.F. and A.S. Fund. Over a short period of time the number and value of these scholarships increased to the point where in 1975 there was ". . . a total of $34,250 in athletic awards and scholarships to 58 young British Columbians." (News Release, Provincial Secretary's Department, July 31, 1975). These scholarships were based on athletic ability and scholastic achievement and were directed at university and college students; the Nancy Greene Scholarships were for senior secondary school graduates about to enter university or college in B.C. (Annual Report of the Leisure Services Branch, 1975, mimeograph :30).

(b) National and Interprovincial Involvement. In the 1970's the Branch's involvement in national and interprovincial sports activities increased by a large amount. Despite the federal withdrawal from the cost-sharing programs carried out in the Sixties, federal sport programs expanded in succeeding years, often necessitating some form of federal-provincial co-operation.

The Canada Games grew in a short period of time to become one of Canada's premier athletic events. The 1973 Canada Summer Games were held in Burnaby-New Westminster and this singular event elicited a great deal of time and energies from the C.R.B. Staff members Jim Panton, Gordon Pynn and others served on the Canada Games Mission Staff and Jim Panton worked on the special Canada Games Society (1973), established to organize the event. Panton went so far as to comment that "There is no doubt that the Canada Games is probably the most all-inclusive and effective sports program to be conceived and implemented in Canada." (Canada Summer Games 1973, B.C. Report:3). Besides the '73 Games, the Branch was also involved in each one of these biennial games through various types of administrative assistance.

A major national and interprovincial program, the National Coaching Development Program, was another area in which the Sports and Fitness Division played an active role. This program was aimed at upgrading coaching across the country through a certification system. The government actively participated in this Canada-wide program as it apparently tied in very well with Branch objectives concerning leadership training (Annual Report of the Department of Provincial Secretary, 1975:AA 55).

Of course, a major area of interest in recent times was the 1976 Montreal Olympics. As plans were drawn up for the most prestigious of international sports events, Branch personnel attended national meetings and conferences related to this subject. One of the most identifiable Olympic programs was known as Game Plan, a project designed to fund potential Olympic athletes in their preparation for the 1976 Games through tripartite contributions from the federal government, provincial governments and the Olympic Trust (the fund-raising arm of the Canadian Olympic Association). While the program eventually became a strictly federal program in 1976, it was one form of federal-provincial cooperation in the sport domain. B.C.'s participation in this particular project entailed financial contributions of $420 in 1974, $26,677.95 in 1975 and $34,662.71 in 1976 with the monies coming out of the P.F. and A.S. Fund (Pynn, 1978).

Other national programs necessitated Branch participation to some degree. Examples of these included a Travelling Sports Caravan, a nation-wide Socio-Cultural Facility Study and a number of other small programs. Branch personnel also attended nationally sponsored sports conferences including the Child in Sport and Physical Activity Conference (1972), the Women in Sport Conference (1975) and several others.

On the interprovincial level, B.C. developed greater communication links with other provinces. When the federal-provincial cost-sharing agreements had been in effect, national meetings with provincial representation were held regularly. At the termination of the cooperative agreements, the provinces decided to stay in touch through a Council of Provincial Directors of Sport and Recreation. This group was officially formed in 1971 and subsequently met approximately twice each year for information sharing, policy discussion and limited program development. Like most provinces, B.C. was a willing participant in this interprovincial body. Over time the Council gradually became more effective with one of its most noteworthy achievements being the instigator role it played in the development of the National Coaching Development Program.

The Sports and Fitness Division dealt with numerous sporting issues, and any newly-emerging programs in this area usually became an added responsibility of the Branch. For instance, when the Western Canada Games were held in Regina in 1975, the Division and the L.S.B. assumed responsibility for administering B.C.'s participation in this event.

2. Other Services. While the Sports and Fitness Division was responsible for many sports services, these were principally related to the provincial scene (i.e. provincial sports associations), and several important sports programs geared at the community level were handled by the Community Recreation Division of the Branch. Grant programs and consulting services which began under the Community Programmes Branch continued in the 1970's. In 1975, there were some 761 grants to communities, totalling $632,319, a portion of which were used by municipalities to develop their recreational

sports programs. Branch regional consultants provided advice to communities on program development, facility matters and special assistance was given for the 1971 B.C. Centennial, in a fashion similar to previous celebrations. Another duty of the regional consultants was to aid communities staging events in conjunction with the B.C. Festival of Sports and later the broadened program under the title of the B.C. Festival (Annual Reports of the Department of Travel Industry, 1970-1974; B.C. Public Accounts, 1970-1975).

A major emphasis of the Branch had always been on leadership development in the province and the 1970's were no exception. Recent efforts were directed at a much more regional concept of seminars, clinics and workshops. The Provincial Recreation Leadership School was one facet of the leadership training program which disappeared entirely. New forms of leadership training which emerged in the present decade included student employment programs in recreation (i.e. Innovation '74, W.I.G.--students working in government) and, most significantly, Branch sponsorship of a three-year Leisure Development Course at Cariboo College in Kamloops (Annual Reports of the Department of Travel Industry, 1970-1974).

A provincial library and resource centre continued to make available various materials covering a wide variety of sports topics. Under the supervision of Peter Grant, the Vancouver Island consultant of the Branch, this service was improved by adding new materials and updating a catalogue of information. In 1975, it was reported that resources available included "Technical and instructional materials in a wide range of sports skills and arts and crafts skills . . . [and they] received heavy usage during the last year." (Annual Report of the Department of the Provincial Secretary, 1975:AA 49). Unfortunately, the popular Branch bulletin, Community Recreation, which had been so prominent under the C.P.B. made a brief comeback in 1972 but shortly thereafter it ceased publication (Grant, P., 1977).

The Branch instituted a number of special programs and services of a sporting nature which often involved the entire agency. In July 1971, a Run-Walk-Cycle-Swim-Skate Fitness Program was launched and administered via local recreation commissions through Branch regional offices. Designed to encourage British Columbians to participate, this was a first in terms of a major fitness program to be sponsored by the Branch. A wide variety of other special projects were undertaken, particularly at the regional level, and on many occasions these activities had sport as a central or secondary theme. Furthermore, the Branch helped to co-ordinate special federal programs including Opportunities for Youth, the Local Initiatives Program, Young Canada Works and Canada Works--programs which in many cases had sport and recreation as an integral component of their makeup. Finally, the Branch continued its provision of services for drama and recreation services for the blind. In the overall recreation program for the blind population, activities such as swimming, shuffleboard and bowling often were sponsored (Annual Reports of the Department of Travel Industry, 1970-1974; Annual Report of the Department of the Provincial Secretary, 1975: AA 49-50).

Miscellaneous B.C. Government Involvement in Sport

During the Seventies, the B.C. Government's interest in sport was not restricted solely to the primary agency it had designated responsible for this area. Outlined in this section are other sport-related projects of various government bureaucracies which illustrate the government's multi-agency involvement in sport.

1. Department of Travel Industry. For motives directly linked to promoting travel in the province, this government agency became involved in sport programs, principally in developing the concept of the B.C. Festival of Sports in co-operation with the B.C.S.F. The stated objectives of this sports festival were threefold:

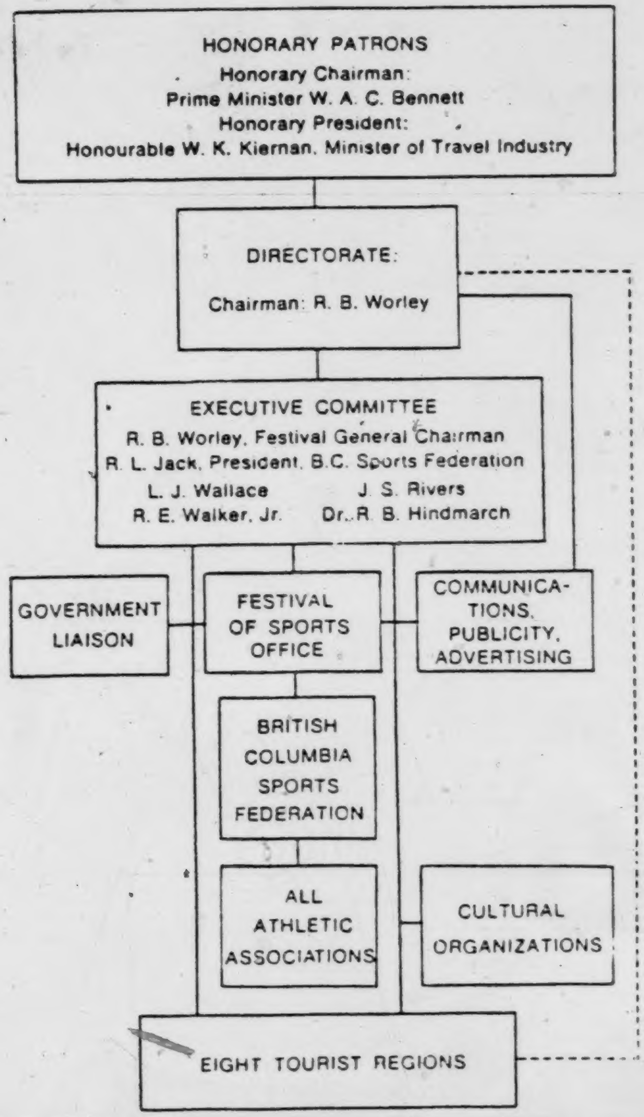
> 1. to focus attention on amateur sports, recreation and fitness as components of good physical and mental health for British Columbia;
> 2. to encourage British Columbia athletes, their families, friends, and fans to visit other parts of the Province, thereby becoming more aware of regional opportunities and attractions; and

3. to create a series of events that in their total would attract visitors to the Province from other parts of North America during an off-peak season (Annual Report of the Department of Travel Industry, 1970:I 26-27).

To administer the festival, an elaborate organizational structure was designed, consisting of government civil servants, politicians and B.C.S.F. personnel (See Figure 7). A special Festival of Sport Office was opened in the B.C.S.F. headquarters with a number of individuals hired to organize the program, and Travel Industry employees were utilized as well. A very heavy reliance was put on the use of advertising to promote this province-wide sports event; hence the appointment of J. St. Clair Rivers, a former newspaper publisher, to the festival's administrative staff. During the first year of the festival, "Comnet", the B.C. Festival of Sport Communications Network, was established as ". . . one of the most sophisticated communications vehicles ever related to any sports undertaking in Canada." (Annual Report of the Department of Travel Industry, 1970:I 31). Techniques used to promote the festival--with the help of professional writers and advertising specialists--included widespread television, radio and newsprint advertising in B.C., other parts of Canada and the U.S.A. In addition, thousands of Festival of Sport Schedule of Events programs were produced and distributed throughout the province (Annual Reports of the Department of Travel Industry, 1970-1974).

FIGURE 7

ORGANIZATION OF THE BRITISH COLUMBIA FESTIVAL OF SPORTS


HONORARY PATRONS
Honorary Chairman:
Prime Minister W. A. C. Bennett
Honorary President:
Honourable W. K. Kiernan, Minister of Travel Industry
DIRECTORATE:
Chairman: R. B. Worley
EXECUTIVE COMMITTEE
R. B. Worley, Festival General Chairman
R. L. Jack, President, B.C. Sports Federation
L. J. Wallace
J. S. Rivers
R. E. Walker, Jr.
Dr. R. B. Hindmarch
GOVERNMENT LIAISON
FESTIVAL OF SPORTS OFFICE
COMMUNICATIONS, PUBLICITY, ADVERTISING
BRITISH COLUMBIA SPORTS FEDERATION
ALL ATHLETIC ASSOCIATIONS
CULTURAL ORGANIZATIONS
EIGHT TOURIST REGIONS

Source: Results, Second Annual B.C. Festival of Sports, May 20-June 7, 1971. The Directorate had over twenty members with one being Jim Panton of the C.R.B.

An important component of the festival was its comprehensive program of awards which made available certificates, badges, medallions and trophies to festival participants and victors. This aspect of the festival program received financial assistance from the P.F. and A.S. Fund as did other costs associated with this event, although some monies also came out of the Travel Industry budget.[10] Money was also given to the B.C.S.F. and Broom (1974:20) reported that "In 1973 the Federation received a grant of $150,000 from the British Columbia Physical Fitness and Amateur Sports Fund which included $60,000 allocated for the expenses of the Festival of Sports office and field operations."

The festival events themselves were staged in numerous communities throughout the province and the number of participants and events indicated the widespread appeal of this program (See Table 10). While this characteristic was true of both Winter and Spring Festivals, it was the latter which proved to be the largest and most popular. Thus, the Festival of Sports helped to promote and encourage sport in the province and had such effects as influencing facility construction in communities staging festival events, helping to increase the capabilities of the B.C.S.F., and stimulating the growth of sport in more rural areas (Spooner, 1977).

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[10] The funds provided to the B.C. Festival of Sports from the B.C. Physical Fitness and Amateur Sports Fund amounted to: $25,000 in 1970; $72,000 in 1971; $69,000 in 1972; $33,000 in 1973; and $50,000 in 1974 (Leisure Services Branch, mimeograph, 1976).

TABLE 10

B. C. FESTIVAL OF SPORTS STATISTICS

	Event	Dates	No. of Communities Involved	No. of Events and Tournaments	No. of Athletes	No. of Spectators
1.	First Annual B.C. Festival of Sports	May 16-June 1, 1970	64	247	125,000	n.a.
2.	Second Annual B.C. Festival of Sports	May 20-June 7, 1971	100	400	150,000	n.a.
3.	First B.C. Festival of Winter Sports	Dec. 1-12, 1971	42	92	16,000	45,000
4.	Third Annual B.C. Festival of Sports	May 15-June 5, 1972	98	331	100,000	820,000
5.	Second B.C. Festival of Winter Sports	Jan. 18-Feb. 5, 1973	50	120	25,000	n.a.
6.	Fourth Annual B.C. Festival of Sports	May 17-June 4, 1973	98	330	120,000	850,600
7.	Third B.C. Festival of Winter Sports	Jan. 17-Feb. 4, 1974	68	150	35,000	n.a.
8.	Fifth Annual B.C. Festival of Sports	May 16-June 3, 1974	100	310	150,000	n.a.
9.	B.C. Winter Festival	Jan. 23-Feb. 17, 1975	n.a.	300	85,000	500,000
10.	B.C. Spring Festival	May 22-June 16, 1975	n.a.	450	125,000	

Source: *Annual Reports of the Department of Travel Industry, 1970-1974*; *Annual Report of the Department of the Provincial Secretary, 1975*; *Results Programs, B.C. Festival of Sports, 1970-1975*.

As alluded to earlier, difficulties began to emerge with respect to the B.C. Festival of Sports. Various individuals and certain sport governing bodies developed a tremendous dislike for the hundreds of thousands of government dollars being pumped into advertising and promotional gimmicks, monies which they felt would have been better utilized by individual sport associations (Hindmarch, 1977; Spooner, 1977). Another contentious issue was that, even though the Department of Travel Industry's intention was to use the Festival to dramatically increase travel during off-peak periods, comments in the Broom Report and research by the B.C. Research Institute revealed that travel directly attributable to the Festival was, in fact, not as substantial as hoped or as great as the Festival organizers claimed (Broom, 1977).

For a variety of reasons, including a recommendation for change in the Broom Report, the Festival of Sport underwent a facelift in 1974. Besides expanding the Festival format to include cultural and art activities and renaming it the B.C. Festival, the administration of this program was put under the C.R.B.--specifically, under a Festival Manager located in the C.R.B. office in Vancouver. In 1974 and 1975 the Festival operated with a reduced budget and less high-powered advertising but was terminated altogether in 1976 (Annual Report of the Department of the Provincial Secretary, 1975:AA 49).

The Department of Travel Industry had other interests in sport, again for reasons associated with maintaining a healthy travel industry in the province. With B.C.'s Rocky Mountains providing a winter haven for skiers, the Department used a variety of promotional means (i.e. promotional films and brochures, seminars and sports shows) to encourage this particular sport. The motives were simply related to economics as "The skiing fraternity are known as generous spenders and over the years they can be depended upon to swell the Province's tourist dollars immeasurably." (Annual Report of the Department of Travel Industry, 1971:I 11).

1. Department of the Provincial Secretary. A department with a long history of providing sports services continued in this capacity in the present decade. When the C.R.B. transferred its operations to the Provincial Secretary's Department and became the L.S.B., the government's sports programs became somewhat more consolidated. Prior to this shift, the Department had its own independent forms of involvement in sport; nevertheless, it still maintained a close liaison with the C.R.B. One example of this co-operation was the previously discussed P.F. and A.S. Fund which was administered through the Department of the Provincial Secretary but called for substantial administrative assistance from the C.R.B.

The First Citizen's Fund was another program administered through this Department which made monies available to sport groups and projects. The aim of this fund was geared towards a specific population and was ". . .to encourage new and constructive projects and programmes to advance the culture, education and economic circumstances and position of the Indian citizens of British Columbia." (Report of First Citizen's Fund Advisory Committee, April 1, 1971 - March 21, 1972:1). This $25 million perpetual fund operated in a similar fashion to the P.F. and A.S. Fund by providing aporoximately $1.8 million interest per year administered through a First Citizen's Fund Advisory Committee. A very large percentage of each year's allotment went to sport types of projects both in the construction of facilities and for sport groups (i.e. competitions and travel assistance). One study reported that "In 1973, recreation projects received $700,908 or 23 percent of the $2,900,000 authorized in that year." (Broom Report:27).

A third fund according some financial assistance to sport was a Special Events Fund established in 1975. It was funded by proceeds from the Western Canada Lottery through the B.C. Lotteries Branch and was ". . . designed to provide travel assistance to groups or individuals who have been declared official British Columbia champions or representatives in open competition . . . In 1975, its first year of operation, 28 grants were approved with a total value of $123,554." (Annual Report of the Department of the Provincial Secretary, 1975:AA 12). Also qualifying were groups and organizations which did not receive monetary support from other funds. An undetermined portion of the monies available under this scheme was allocated to sport-affiliated groups.

An important structural addition to the Provincial Secretary's Department was the B.C. Lotteries Branch, a unit created with the passage of the Lotteries Act on May 21, 1974. The four western provinces of B.C., Alberta, Saskatchewan and Manitoba formed a co-operative lottery under the name of the Western Canada Lottery Foundation to eliminate the proliferation of lotteries and to manage the financial returns to the provinces and agencies selling the tickets. The net proceeds were to be used by each province as they saw fit but designated for the area of recreation, culture and heritage activities (Annual Report of the Department of Provincial Secretary, 1974:W 47). In B.C., this lottery activity was administered by the Lotteries Branch with proceeds transferred into a "Lottery Fund" in the Provincial Treasury. Money which accumulated in this fund was then distributed to areas qualifying for support under the general guidelines. Two recipients of large sums of this money were the P.F. and A.S. Fund and the Special Events Fund which by October, 1976, received some $900,000 and $400,000, respectively, from the Lottery Fund (Correspondence from Provincial Secretary's Department to L. Spooner, October 19, 1976).

In 1975 the B.C. Lotteries Branch also became involved in distributing Olympic Lottery Tickets for sale in B.C. From

February 20, 1975, to August 31, 1976, an agreement was in effect in which five percent of the face value of Olympic Lottery tickets sold in B.C. was earmarked for the Lotteries Branch. This money was to be used in the general area of amateur sport as determined by the provincial government (Provincial Secretary's Department News Release, February 21, 1975). The 1975 Provincial Secretary's Report noted that "The proceeds of the Olympic Lottery, $258,400, were placed in a special holding account and will be devoted to the Physical Fitness and Amateur Sports Fund as required for specific projects." (Annual Report of the Department of the Provincial Secretary 1975:AA 47). All told, the B.C. Government was the recipient of some $800,129 as its share from the Olympic Lottery and a total of $439,000 from Loto Canada up until October, 1977 (Loto Canada Media Kit, 1977). Funds accruing from these national lottery schemes and the interprovincial Western Lottery (i.e. the Express and the Provincial) were directed in some proportion to sport as lotteries began to have a profound impact on the financial assistance given to the area of sport development.

There were other forms of government assistance to sport provided by the Department of the Provincial Secretary. One of these was the aforementioned series of athletic awards which were funded out of the P.F. and A.S. Fund but administered by the Department. In addition to this were grants to aid the construction of elderly citizens' recreation facilities, a program which shifted back to the Provincial Secretary in 1971 after a brief time period under the auspices of the Department of Social Welfare. This grant program subsequently shifted to the Department of Recreation and Conservation in 1974. By far, one of the most prominent forms of assistance were two grants of $285,000 and $346,800 to the 1973 Canada Games in Burnaby-New Westminster. This sum fulfilled the provincial government's obligations to this federally-provincially-municipally funded sports event and came out of the Provincial Secretary's miscellaneous grants section during the 1972 and 1973 fiscal years. (Annual Reports of the Department of the Provincial Secretary, 1970-1975).

Finally, mention should be made of the B.C. Government's organizational and financial assistance given to the 1971 B.C. Centennial.[11] As in the past, a formal committee structure was established consisting of politicians, civil servants and prominent lay people. Included in the structure was an Athletics and Sports Subcommittee whose main objectives were: to encourage as many athletic organizations as possible to hold national or international championships in B.C. during 1971; and to assist B.C. championship events in all sports with an awards program. In fulfilling these objectives, 166 athletic events were assisted with either cash grants or some form of awards (i.e. scrolls, medals, medallions, luncheons or banquets). The end result was that grants were given to some 53 organizations for provincial, national and international competitions. A special project was the expansion of the B.C. Sports Hall of Fame, a project which began during the 1966-67 centennial celebrations. The final bill for all forms of sponsorship came to $199,162 (B.C. Centennial '71 Committee:32).

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[11] This topic is discussed under the Provincial Secretary's Department due to this agency's function as a "catch-all".

Two other subcommittees--the Community Activities Promotions Subcommittee and the Community Organization Sub-Committee--had some relationship to sport in that local community celebrations usually included sports activities as well as some building of centennial commemoratives often in the form of sports and recreation facilities. As in previous centennials, substantial per capita grants ($2,022,055) and special project grants ($2,062,017) were made available for these programs. It is also noteworthy that the Community Organizations Subcommittee was largely the responsibility of the C.R.B. whose office and field staff worked on the main subcommittee and were actively involved in helping local community centennial committees to plan their celebrations and projects (B.C. Centennial '71 Committee:23,33).

3. Department of Health. During the 1970's this government Department began to develop increasing interests in the area of physical activity associated with fitness. In November, 1973, a B.C. Conference on Physical Activity was

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department and because the Deputy Provincial Secretary, L. J. Wallace, again served as the B.C. Centennial Chairman as he did in previous centennial celebrations.

sponsored by the Health Department, the purpose of which was ". . . to draw to the attention of the Province, the ill effects of physical inactivity on modern man." (Broom Report, 1974:12). A direct outcome of this conference was the formation of Action B.C., a non-profit organization outside of the government sphere. Its function was to promote an awareness for the needs and benefits of physical activity and good nutrition as lifestyle changes towards good health and well-being for the individual. This body received large amounts of provincial funding (See Table 11) but in its shared sector capacity it was able to gain financial aid from the private sector as well. Action B.C.'s affiliation with the Department of Health, as the originator of the concept and its government funding source, came to an end in 1976 when responsibility for this program shifted

TABLE 11

B. C. GOVERNMENT FUNDING TO ACTION B. C.

Year	Amount
1973-74	$ 19,022
1974-75	173,463
1975-76	304,159
1976-77	275,000

Source: B.C. Public Accounts, 1973-1977.

to the Department of Recreation and Conservation (Action B.C. Pamphlet, Summer 1976; Venables, 1977).

Within the Health Department, another service which began in the mid 1970's was the designation of an individual responsible for provincial government employee fitness. The Director of Employee Fitness Programs, Mr. J. Stewart, acted in a co-ordinator/promotional capacity while serving in the Occupational Health Section of the Health Branch to develop employee fitness programs for civil servants in Victoria (Broom, 1977).

4. Department of Education. Because of its interest in physical education and athletic programs in the schools, the Department had some concern with sport. Coupled with this interest was the relationship which it had with the Adult Education Night Schools program which frequently had recreational and sport units as an integral component of the curriculum. Then, too, as the concept of community schools grew in popularity, the Department and school boards had to deal with municipal governments and outside organizations in order to properly utilize school facilities for this purpose; in many instances, this was related to sporting activities and athletic events (Broom Report, 1974:10-12). Another form of support which the Department of Education gave to sport was the use of the Jericho Hill Schools campus in Vancouver for numerous leadership and participant courses related to physical education, recreation and sports. One example was the youth

development camp of the B.C. Federation of Schools Athletic Associations which ran special one-week camps in such sports as rugby, soccer and volleyball for students from all parts of the province (Annual Report on Education, 1975-76: 19). The fact that schools provide an extensive network of sports facilities used by school-age children, and more recently by the public-at-large, makes these facilities an extremely important service which the government renders to sport.

5. Department of Recreation and Conservation. A government agency which had developed mainly environmental recreational concerns, this Department was subjected to drastic revisions in the 1970's. A significant development in the spring of 1973 was the passage of a Community Recreation Facilities Fund Act (B.C. Statutes, 1973, Chapter 17). The Community Recreation Facilities (C.R.F.) Fund, brought into being by the Minister of Recreation and Conservation, the Hon. J. Radford, was formally announced in the 1973 Spring Session of the Legislative Assembly by Premier Dave Barrett who commented that:

> . . . the Government wishes to assist and encourage communities, municipal governments, and non-profit, cultural, ethnic or religious groups to build recreational facilities in the communities of the province. For this purpose this bill sets up a community recreational facilities fund of $10 million . . . The province will pay one-third of the cost of the recreation facility up to the total for the facility of $1 million; in other words, the province's maximum grant in any one endeavour will be one-third of $1 million (Department of Recreation and Conservation, C.R.F. Fund Brochure:5).

While the type of facilities funded were quite diverse, a high proportion were sports facilities including ice arenas, swimming pools, curling rinks, outdoor recreational facilities for skiing and boating and community recreational centres. The first facility program of its kind in B.C., the C.R.F. Fund proved to be tremendously popular and by the end of 1975 $40.5 million had been allocated (B.C. Public Accounts, 1973-75). Despite this heavy utilization, in September, 1976, the Social Credit Government announced the suspension of the program ". . . pending a review of recreation facility funding in the province, and the expected creation of a new program next year. . ." (Department of Recreation and Conservation News Release, September 10, 1976).

Actually, the fund had been studied in the summer of 1975 to determine how it might be improved. Even back in the summer of 1974, a Study Tour of Sports and Recreation Facilities in Europe was conducted under the auspices of the C.R.F. Fund, the Department of Recreation and Conservation, and in co-operation with the C.R.B. The purpose of the trip was to enable study tour participants to examine European facility technology in standards of provisions, design, construction and management. Members of the twenty-person tour included representatives from several facets of government, public recreation, business sectors associated in some way with the development of recreation in B.C. and members of the C.R.F. Fund Advisory Committee (Report of the Study

Tour of Sports and Recreation Facilities in Europe, August, 1974:1-2). The knowledge gained from these studies was used by the seven-member C.R.F. Fund Advisory Committee and the Department of Recreation and Conservation to help in the evaluation of facility applications for grants. When the fund was put in abeyance in 1976, the Social Credit Government claimed it had been overspent and they desired to examine its objectives once more and to clearly define the program. Upon the completion of A Study of the Community Recreation Facilities Fund in April 1976, the government decided to revive the program and the 1977 budget appropriated $8 million to it (B.C. Budget, 1977). Moreover, during 1977, Bill 90 The Public Recreational Facilities Act was passed; its terms of reference were to make grants for the renovation, construction or equipping of public recreational facilities and would cover up to one-third of the cost of a given project, to a maximum of $400,000 (B.C. Government News, Vol. 23, No. 3: 12). A sum of $8,000,000 was appropriated to this program for 1977-78 (B.C. Estimates 1977-78).

An important development in 1975 was the formation of an Outdoor Recreation Branch in the Department of Recreation and Conservation. A budget of $80,236 the first year was increased to $1,748,010 by 1976-77, as this new agency began to provide various services, several of which were related to sport (e.g. leadership courses, grants to outdoor recreation groups, etc.). When the Recreation and Fitness Branch was formed during the goverment reorganization in the fall of 1976, Outdoor Recreation was made one unit of this primary government sport agency (Department of Recreation and Conservation Annual Reports, 1974-1976).

6. Other Types of B.C. Government Involvement in Sport. A number of other government departments were involved in a very minor capacity with sport and often they had well-defined interests in the broader recreation and leisure field. In fact the Broom Report (p. 28) outlined ". . . eleven provincial government departments which have a recreation function, in greater or lesser degree . . ."

Some miscellaneous types of B.C. Government sponsorship to sport were also exhibited outside the jurisdiction of any specific department. One example was Vancouver's attempt to land either the 1976 or the 1980 Winter Olympic Games. Various politicians and government employees were involved in the organizational and planning committee--the Vancouver/Garibaldi Olympic Committee. For example, during bidding for the 1976 Games, which occurred in 1970, a M.L.A. of the B.C. Government, Grace McCarthy, served as the provincial liaison official on this committee (Hindmarch, 1977: Vancouver/Garibaldi Olympic Committee Submission to the IOC, 1970). In 1970, the Department of Recreation and Conservation provided a $45,000 grant to the organizing committee. Then, in 1972, the P.F. and A.S. Fund gave $30,000 to the organizing committee, and funds were provided by the federal government as well. Furthermore, a tripartite government cost-sharing agreement was enacted in case the bid was successful. Under these arrangements, the federal government was willing to provide a $10 million fixed grant towards the Games' deficit, conditional upon the B.C. Government and the city of Vancouver covering the balance of any incurred deficit (Hansard, January 22, 1970:2730). Unfortunately, neither the bid for the 1976 nor the 1980 Games was successful and the only provincial funding used was the small grant to the organizing committee and monies spent to upgrade Whistler Mountain.

Extraprovincial Government Developments in Sport

During the present decade rapid advances occurred in the sport world which in various ways influenced the B.C. Government's involvement in this field. Of primary importance were programs initiated by the federal government, in particular, the Fitness and Amateur Sport Branch (F.A.S.B.) of the Department of National Health and Welfare. Such federally-sponsored endeavours as the Canada Games, special Olympic programs (i.e. the Olympic Lottery/Loto Canada, Game Plan), PARTICIPaction, the National Sport and Recreation Centre Inc. and a host of other events and services had a direct bearing on developments in B.C.

In comparative terms, B.C. in the 1970's appeared to develop less quickly than other more progressive provinces in the areas of organizational structure, sport policy making and financial assistance accorded to sport. For example, several provincial governments instituted such concepts as provincial games, extensive athletic assistance programs, grants to sport governing bodies for full-time administrators, sport administrative centres, and provincial training centres. Conceivably, the action taken by other provinces influenced changes which were slowly implemented in the west coast province in 1974 after the Broom Report was released. The pace quickened in late 1976 and 1977.

At another governmental level, municipalities, particularly larger urban areas, offered more sophisticated sports programs than in the past. Although rural recreation boards often still languished in this regard, many larger centres developed well-administered programs with little provincial government input. The 1970's also witnessed economic problems which in part led to fiscal retrenchment by municipal governments whose first services to be cut were frequently in the sport and recreation area. At any rate, the provincial sport delivery system became much more reflective of the large municipal role in this field as years went by.

Apart from government, the private sector witnessed the birth of not only new sport governing bodies and organizations but a strengthening and maturation of slightly older groups. The British Columbia Recreation Association and the British Columbia Sports Federation (which became Sport B.C. in 1977) began to grow in stature and to gradually develop into a more effective lobby for sport in the province. The government reorganization to consolidate sports services under the Recreation and Conservation Ministry must, in some part, be attributed to these organizations and the manner in which they influenced policy change. In addition, Sport B.C., was instrumental in influencing the development of provincial games by exerting continuous pressure on the government to support an event common to most provinces in Canada.

Individual sport governing bodies, too, improved their administrative capabilities and in most instances attempted to broaden their program across the province. In expanding services, these bodies had greater expectations of provincial government financial assistance and regularly increased their demands via applications to the P.F. and A.S. Fund.

Among the populace as well, a greater public interest in physical activity and sports for health and social reasons became apparent in what might be termed the "fitness conscious" 1970's. As a result, the provincial government was stimulated to react in some way to an emerging social trend.

SUMMARY AND CONCLUSIONS

Provincial government involvement in sport commenced with significant support in the 1930's when the B.C. Government instituted Pro-Rec. The reasons for such a move were mainly focused upon a rehabilitative function and were related to the concern for the health of a large number of unemployed persons during a depression era. In the period of the Second World War, the government's justification for involvement became linked to physical fitness and the need for a fit, war-prepared citizenry. As was reported in 1952 about the Recreational and Physical Education Branch: ". . . long after unemployment ceased to be a factor, 'physical fitness' remained the almost exclusive interest of the Branch." (Report of the Investigating Committee of Pro-Rec:2). With such motives behind the government's involvement, the Pro-Rec program was highly successful in influencing developments not only in B.C. but across Canada as a whole.

In 1953 the B.C. Government established a new structure, the Community Programmes Branch, to replace the Pro-Rec scheme. With this structural alteration came a change of policy in which government involvement in sport became part of a broader recreation mandate directed towards upgrading community recreation. However, in 1962 a new specifically sport-focused interest developed as a result of Bill C-131 and the ensuing federal-provincial cost-sharing agreements. Upon the formation of a Sports and Fitness Division in the C.P.B., the provincial government's involvement in sport increased dramatically, particularly in elite competitive sport areas.

The late 1960's and the 1970's were critical in terms of sport development in B.C. The creation of the Physical

Fitness and Amateur Sports Fund and the Community Recreation Facilities Fund, the B.C. Festival of Sports, continued sports services to communities (i.e. leadership programs, consultation, etc.) and the establishment of the Leisure Services Branch were some of the most significant events which occurred during this period. Commenting on the evolution of increased provincial government sports services, Osborne (1977) remarked that historically ". . . it changed from no interest or a benevolent paternal interest to very substantial funding." Furthermore, government interest in sport became linked with promoting a greater sense of provincialism (e.g. via the Canada Games), and this coincided with the fact that governments at all levels, including other Canadian provinces, considered this as an acceptable sphere of public sector activity.

In certain circles, a feeling of discontent surfaced with respect to directions which the B.C. Government's involvement in sport had taken during the Sixties and the early Seventies. On a comparative basis, B.C. noticeably lagged behind other provinces. The primary provincial government sport agency in B.C. experienced years of non-growth in a rapidly expanding government bureaucracy. At the same time, a situation developed in which sports services became fragmented because they were offered through a variety of government departments and agencies. Judge M. Ferguson (1977), a long-time sport administrator and enthusiast, emphasized the point that "[We] had a very cumbersome structure in B.C.--Leisure Services, Recreation and Conservation, Education, etc. and it didn't produce what it could have or should have under a better system." Disenchantment was also caused by the fact that no comprehensive government sport policy or plan was ever devised and implemented.

Over the last decade, it also became increasingly evident that a form of power struggle developed between the private sector and the government concerning the latter's involvement in the sport field. As the collective representing sports interests in the province, the provincial sport federation, Sport B.C., became a more viable and effective body which sought greater control in determining the destiny of sport in the province, particularly the extent of and areas in which the government provided financial assistance. While the B.C. Government and Sport B.C. tried to cooperate, at times this relationship became strained.

Within the last four years, certain changes were introduced in an attempt to reform the provincial government's approach to sports services. The Broom Report of 1974 brought on a few alterations, especially in a structural sense, with the formation of the Leisure Services Branch. This action was further supplemented by policies initiated by the Social Credit Government in late 1976. With a revamped government structure in which a Recreation and Fitness Branch was established in the Ministry of Recreation and Conservation, and the announcement of a provincial games, B.C. appeared to be moving into an era characterized by a more systematic, coordinated and rational approach to its involvement in sport than it had exhibited in previous years. This optimism, however, was dampened to some extent for two reasons; one of these was the hesitancy and the slow reaction of the government in completing all proposed changes to the primary sport agency. The second was the atypical structuring of the provincial games program within the government bureaucracy, that is, separating its control and operation from the primary sport agency. Neither of these contemporary developments helped to promote an effective administration of provincial government sports services.

CHAPTER III

A HISTORY OF PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN ALBERTA

As the second province to be examined in this investigation, Alberta bears the title of one of the nation's youngest provinces and one which proved to be a late maturer in developing its potential within Confederation. In the nineteenth century, Alberta was originally part of Rupert's Land, an area controlled and commercially dominated by the Hudson's Bay Company. In 1870 it legally became an area of Canada when it formed one district within the very expansive region known as the Northwest Territories. Provincial status was finally realized on September 1, 1905 (MacGregor, 1972:59-195).

Alberta's entry into Confederation came at a time when the trans-continental railway already linked the nation from east to west. A province rich in agriculture and natural resources began to develop, aided by a steady flood of settlers, most of whom were of European extraction. In its formative years, the province experienced both the prosperity brought on by the Roaring Twenties and the turmoil caused by the Depression. A transition to industrialization and urbanization became apparent during the Forties, with the oil strike at Leduc on February 13, 1947 being ". . . a signal which ushered in the province's oil era." (MacGregor, 1972:287). In a little over a quarter century, Alberta developed rapidly, increasing its ethnically-mixed population and diversifying its economy into four substantial bases: mining (including oil and gas), construction, manufacturing and agriculture (MacGregor, 1972:299-300).

Throughout its history Alberta developed a unique sporting tradition, particularly with respect to provincial public sector involvement in sport. To some extent, a summary of provincial government involvement in sport in Alberta shows parallel developments to the neighbouring province of B. C. although notable differences existed, particularly in terms of the various key time periods. In Alberta, the time frames delineated for examination include: 1905-1938; 1938-1955; 1955-1966; and 1966-1977; with a similar organization as was used in the preceding chapter.

PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN THE EARLY PROVINCE: 1905-1938

Shortly after the province gained official status in Confederation, sport in Alberta was organized in a fashion similar to the rest of Canada. That is, sporting pursuits, for the most part, were outside the public sector's control and instead were administered by keen and interested individuals in the private sector. When Alberta became a province in 1905, the formation of provincial sport associations was facilitated simply because the region was now a geographic and political fact. As a result, sport began to flourish in the new province with provincial leagues formed, provincial championships held, and provincial winners declared.

By 1915, the Alberta Amateur Athletic Union was formed as a branch of the Amateur Athletic Union of Canada. Soon amateur provincial sport interests began to join this parent body which attempted to regulate amateur athletics in Alberta (Eckert, 1953:77). Sport governance was basically a non-governmental area of concern and financial sponsorship of sport in the province came not only from businesses willing to sponsor clubs and certain competitions but also from the administrators and participants themselves.

Nevertheless, the young Alberta Government was not completely inactive in the sporting field; for example, sports events were organized in September, 1905, as part of the provincial inauguration ceremonies. It was reported that two lacrosse teams from Edmonton and Calgary played a match in celebration of this historic occasion (Eckert, 1953:38). Moreover, Eckert (1953:38) commented on a northern polo club:

> After its formation the club received brief support from government when the sports committee of the government promised them $200 for the expenses of the polo tournament to be held in conjunction with inaugural ceremonies.

The existence of a sports committee in government which distributed financial aid illustrated a minor governmental interest in sport.

Another interesting development occurred in 1907 when the Alberta Legislative Cup was donated by the government to the provincial lacrosse champions of Alberta. One author reported that "Through the efforts of Senator DeVeber the twenty-five members of the provincial legislature gave five dollars each towards the trophy that was to represent the lacrosse championship of Alberta." (Blackburn, 1974:288).

Almost immediately after Alberta gained provincial status, the government began to provide grants to a few sport-related organizations. Table 12 shows that from 1905 until 1938 a variety of groups were recipients of provincial government funds falling under a miscellaneous grants section of provincial spending (Alberta Public Accounts, 1905-1938). During the first fifteen years of Alberta's history as a province, two organizations which received the most regular sums of money were the Alberta Provincial Rifle Association and the Alpine Club of Canada.

Apart from this financial support to a few select groups, the Alberta Government could be characterized as having little interest in the sport domain. No public sector agency was designated responsible for matters pertaining to the sport and recreation field. Apparently, the government's concern during this time was with more pressing social and economic issues as well as the provision of physical resources (e.g. roads) in a young province undergoing typical growing pains.

TABLE 12

ALBERTA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1905 - 1938

Year	Sport Organization and Grant Total	Annual Total
1906	1. Alberta Provincial Rifle Association (A.P.R.A.) - $1,200; 2. Alpine Club of Canada - 250;	$1,450
1907	1. A.P.R.A. - 1,200; 2. Alpine Club of Canada - 500;	1,700
1908	1. A.P.R.A. - 1,200; 2. Alpine Club of Canada - 500	1,700
1909	1. A.P.R.A. - 1,200; 2. Alpine Club of Canada - 1,000	2,200
1910	1. A.P.R.A. - 1,200; 2. Alpine Club of Canada - 500	1,700
1911	1. A.P.R.A. - 1,200; 2. Alpine Club of Canada - 1,000	2,200
1912	1. A.P.R.A. - 500; 2. Alpine Club of Canada - 500	1,000
1913	1. A.P.R.A. - 500; 2. Alpine Club of Canada - 500	1,000
1914	1. A.P.R.A. - 500; 2. Alpine Club of Canada - 500	1,000
1915	1. Alpine Club of Canada - 250	250
1916	1. Alpine Club of Canada - 500	500
1917	1. Alpine Club of Canada - 500	500
1918	1. Alpine Club of Canada - 500	500
1919	1. Alpine Club of Canada - 500	500
1920	1. Alpine Club of Canada - 500	500
1921	1. Alpine Club of Canada - 500	500
1922	1. Alpine Club of Canada - 500	500
1924	1. Alberta Amateur Athletic Association - 400	400
1926	1. Alberta Cricket Association - 100	100
1927-28	1. Scottish Football Team - 63	63
1928-29	1. Canadian Olympic Committee - 750	750
1930-31	1. Alberta Cricket Association - 100; 2. Amateur Athletic Union of Canada - 500; 3. Edmonton and District Football Association - 50	650
1935-36	1. Edmonton Boxing and Wrestling Association - 20	20

Source: Alberta Public Accounts, 1905-1938. There may have been other grants to sports groups but these were possibly hidden in miscellaneous grants schemes and not specifically reported in undetailed Public Accounts.

THE HEALTH AND RECREATION BRANCH: 1938-1955

Background

In the 1930's Alberta experienced the effects of the great Depression which was partly responsible for a change on the province's political scene. The United Farmer's of Alberta Party which had been in power since 1921 brought the government close to financial bankruptcy by 1934 and had its public image tarnished by a number of political scandals (Barr, 1974:35). In troubled times, the Social Credit, led by the charismatic and religious William Aberhart, rose to prominence in a remarkably short period of time. The result was a Social Credit sweep of the August 22, 1935 election in which the party garnered eighty-nine percent of the seats of the Legislative Assembly. The party's victory received world-wide headlines as the first Social Credit Government ever elected (Irving, 1959:3). Mallory (1954:3) summarized the emergence of this new, often misunderstood, political force:

> Far from being a novel form of Bolshevism--as it was presented to startled readers of Eastern newspapers--Social Credit in Alberta was little more than a projection of forces and ideas inherent for a generation in western agrarianism.

So in 1935, a thirty-six year Social Credit reign began in Alberta, a period during which the provincial government expanded its involvement in matters relating to sport.

In co-operation with the federal government on programs designed to dampen the negative effects of the Depression, Alberta signed agreements in the latter part of 1937 whereby it undertook a program for the rehabilitation of unemployed youth (Alberta Department of Education Annual Report, 1938:19). The Dominion-Provincial Youth Training Program consisted of five projects, one of which was partly devoted to Health and Physical Training and included games and calisthenics. This federal-provincial program was shared on a fifty-fifty basis and at the provincial level was the responsibility of Joe Ross, Director of the Vocational Educational Branch of the Department of Education (Wood, 1966:2). Although the scheme bore little direct relationship to sport, it helped to pave the way for future developments in this field.

The Pro-Rec movement in B.C. was instrumental in influencing trends in other provinces and Alberta provided one of the best examples. The 1938 Alberta Department of Education Annual Report (p. 11) outlined that:

> For some time we have been observing the very successful Health and Recreation programme being developed in B.C. Through the generous co-operation of the Minister of that province, the services of the Director were loaned to Alberta for one week in June last.

Ian Eisenhardt thus came to Alberta in June, 1938. In addition to conferring with government officials, his duties included attending conferences held with leaders in physical training, recreation programs and leisure-time activities. During the summer of 1938 the responsibility for the government's recreation program was shifted from the Vocational Education Branch to a newly-created Health and Recreation Branch in the same Department. Furthermore, a three-week leadership training course was held in Edmonton at the University of Alberta. The purpose of the course was to prepare trained leaders to aid in the institution of the new fall program which was designed to introduce recreation activities to individuals at community recreation centres across the province. The fifty-six course participants who were selected from various communities interested in establishing local recreation programs received instruction at this leadership course from four borrowed B.C. Pro-Rec instructors. The result of this interprovincial liaison was the launching of a program in the fall of 1938 modelled to an extent on the one operating in the west coast province (Alberta Department of Education Annual Report, 1938:11; Wood, 1966:2-3).

Structure of the Health and Recreation Branch

The Health and Recreation (H. and R.) Branch functioned as an extremely small unit of the Department of Education from 1938 until 1955. At its inception in 1938, Joe Ross was appointed Director of this agency. His position was interesting in that he held a dual portfolio as the Alberta Director of Canadian Vocational Training and the Director of the H. and R. Branch. Also, he served as a member of the National Physical Fitness Council from 1944 until 1952, and was Acting Chairman of this body for a number of years (McFarland, 1976b).

The Branch as a structure operated out of Calgary, despite the Department of Education's location in Edmonton, and such a situation gave the Director control over practically all Branch activities. Dr. W. H. Swift, Deputy Minister of Education during this period, stressed that the Department of Education actually had little contact with the H. and R. Branch. He also mentioned that:

> Joe Ross operated to a large degree as a free agent. In the first place his base of operation was Calgary and we didn't see him a lot. Furthermore, most of the activities he was associated with had a very intimate connection with the federal government and I had the feeling that Joe Ross, to a large extent, considered himself more of an agent of the federal government than the provincial government, although he was part of our establishment and received his remuneration from us. But for that reason, a good deal of what was going on did not come immediately to my attention (Swift, 1977).

Yet, the Deputy Minister pointed out that no major conflicts developed with respect to this very small unit within his Department. Moreover, J. Ross was satisfied with his working relationship in government and felt he was fortunate in working with ". . . an excellent Premier . . . and a better than excellent Deputy Minister in Alberta." (Ross; An interview with T. West, 1972:7).

The Branch was a one-man unit during its first seven years, but several staff appointments and changes were forthcoming. In 1945, William Hutton, whose qualifications included a master's degree in recreation, was hired as a Supervisor of the H. and R. Branch to assist the Director. This development occurred shortly after the Alberta Government signed agreements with the federal government in 1944 under the terms of the National Physical Fitness Act (N.P.F.A.).[1] Increasing Branch responsibilities as a result of the Act necessitated additional staff to help administer expanded services. The next major staff addition took place in June, 1951, when Elsie McFarland, a former part-time Branch employee with qualifications including a master's degree, was hired as Assistant Supervisor. This appointment materialized because of regular requests by Joe Ross to increase staff in order to administer Branch programs and services more effectively (Wood, 1966:8; Alberta Department of Education Annual Reports, 1940-52; McFarland, 1977).

In 1952, the H. and R. Branch moved from Calgary to Edmonton, and the following year Joe Ross retired from government service, leaving William Hutton in charge of Branch operations. In a dispute with Department officials over his assigned position, Mr. Hutton resigned the same year. The one remaining full-time Branch employee, Elsie McFarland, served as Acting Director for a one-year period during which time the Deputy Minister was reluctant to promote a woman as permanent Director (McFarland, 1976a). However, based on a capable performance while serving as Acting Director, Elsie McFarland was appointed Director in 1954 and remained as the only full-time professional Branch employee until the H. and R. Branch underwent structural change in 1955 (Wood, 1966:9; Swift, 1976).

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[1] The 1943 Annual Report of the Alberta Department of Education (pp. 9-10) announced that an Alberta Physical Fitness Association would be formed in order to cooperate with the federal Department of Health in carrying out the terms of the National Physical Fitness Act. This was to be effective April, 1944, when the joint Health and Recreation program carried

Funding for the H. and R. Branch is outlined in Table 13 , illustrating very small annual increments corresponding to the increase in staff and expanded Branch services. An interesting point about the years 1938 to 1945 is that during this time Branch program costs were shared equally by the federal and provincial governments under the Dominion-Provincial Youth Training Program. This fifty-fifty cost-sharing arrangement actually applied only to expenses related to leadership training with no maximum ceiling set, and the provincial government was responsible for meeting all of the costs of Branch administration. The onus was on local communities to provide facilities and bear the net cost of equipment supplied to them by the H. and R. Branch (Canadian Youth Commission, 1946:80).

When the National Physical Fitness Act replaced the earlier agreement in specific areas related to sport, recreation and fitness, the funds directed towards the H. and R. Branch from provincial coffers increased because federal funds under the new Act were limited to a maximum based primarily on provincial populations. According to one source: "With the

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on as part of the Dominion-Provincial Youth Training Program expired. This proposed plan must have changed somewhat as there was no further mention of such an association being formed and the Health and Recreation Branch assumed the duties set out in the National Physical Fitness Act. An Alberta Physical Fitness Council, however, was formed but it appears to have become an inactive body after a few initial meetings (McFarland, 1977).

TABLE 13

ANNUAL BUDGETS OF THE HEALTH AND RECREATION BRANCH: 1938-1955

Year	Salaries	Other Expenses	Total	Federal Government Contribution*	
1938-39	n.a.	n.a.	n.a.	Approximately 50% of Total	
1939-40	n.a.	n.a.	$33,944.87	Approximately 50% of Total	
1940-41	n.a.	n.a.	30,354.00	Approximately 50% of Total	
1941-42	n.a.	n.a.	24,900.00	Approximately 50% of Total	
1942-43	n.a.	n.a.	21,562.00	Approximately 50% of Total	
1943-44	n.a.	n.a.	19,890.08	Approximately 50% of Total	
1944-45	n.a.	n.a.	31,929.38	-	[15,088.76 (47%)]
1945-46	n.a.	n.a.	31,130.74	-	[17,981.77 (58%)]
1946-47	2,025.00	39,563.00	41,588.00	15,515.61 (37%)	[15,515.61 (37%)]
1947-48	2,815.00	32,916.23	35,731.23	19,488.12 (55%)	[19,488.12 (55%)]
1948-49	3,392.88	30,180.87	33,573.75	8,883.30 (26%)	[14,671.79 (44%)]
1949-50	6,040.00	36,577.29	42,617.29	15,392.94 (36%)	[16,463.71 (39%)]
1950-51	6,477.45	43,782.16	50,259.61	22,427.46 (45%)	[15,567.95 (31%)]
1951-52	10,257.10	47,842.00	58,099.10	15,567.75 (27%)	[15,567.75 (27%)]
1952-53	10,545.81	33,537.56	44,083.37	14,954.89 (34%)	[15,558.50 (35%)]
1953-54	8,406.31	38,955.99	47,362.30	11,408.52 (24%)	[15,558.50 (33%)]
1954-55	8,728.56	40,824.32	49,552.88	20,312.04 (41%)	[15,558.50 (32%)]

*Percentage of federal government contributions to total program is in brackets ( ).

Source: Alberta Public Accounts, 1938-1955. Figures in square [ ] brackets are from Sawula, 1977; the reason for the discrepancy is unknown except that Sawula's statistics may be taken from Federal documents which possibly used a different fiscal year; or else grants allocated in one year may actually have been paid in the next fiscal year or possibly not all of the allocated funds were spent.

advent of the N.P.F.A. there was a reduction in the amount of money available to the province by the Government." Sawula, 1977:156). In another change in funding arrangements, the federal government shared with the provincial government in the administrative costs of the H. and R. Branch. Generally, the figures point to an agency which did not expand to any great degree in terms of funds spent on this area of provincial government involvement.

Sport-Related Programs

The program of the H. and R. Branch in its first seven years of operation was essentially the organization of a summer Recreation Leadership School designed to train part-time recreation leaders. The graduates of this course then went on to instruct "Health and Rec" activities back in their local communities. When the N.P.F.A. came into effect and new staff were subsequently hired, an expansion of Branch services took place, although leadership training remained as the central theme of the overall program. A summary of Branch functions is presented, emphasizing those of a sporting nature.

1. Sports Services. A portion of the Branch's duties included a number of sports services which developed after 1944 in response to Alberta's signed agreements under the N.P.F.A. In 1949, the first basketball coaches' school was held at Red Deer, sponsored directly by the Branch. Afterwards,

this became a regularly advertised Branch service as these coaching schools were ". . . held on request of and in cooperation with respective provincial sports governing authorities . . ." (Health and Recreation Information Booklet, 1951:4). Table 14 shows the frequency of and attendance at these coaching schools which were intended to upgrade the quality of sports leadership in the province.

TABLE 14

H. AND R. BRANCH SPONSORED COACHING SCHOOLS

Year	Type of Coaching School	Attendance
1949	Basketball	51
1950	Basketball	98
	Skiing	28
1951	Basketball	109
1952	-	-
1953	Football Fastball	109
1954	Basketball (Coaching and Officiating)	109

Source: Alberta Department of Education Annual Reports, 1949-1955

Another sport service was the purchase of equipment by the Branch for use by approved classes in the communities.

This equipment which included basketballs, tumbling mats, badminton racquets, and other sporting goods was provided at net cost with a fifteen month period allowed for repayment by community groups. There were also blueprints for benches, springboards and vaulting horses supplied free by the H. and R. Branch (Health and Recreation Branch Information Booklet, 1951:11).

Apparently, the Branch's limited sports services were well-received and there was even pressure for programs to be expanded. One trend reported in the Department of Education's Annual Report of 1953 (p. 88) indicated that "Communities and school organizations continue to press for regional institutes in coaching, officiating and other areas of physical recreation." There was also a feeling within the Branch that encouragement and guidance should be given by the Department towards the formation of an autonomous Provincial High School Athletic Association (Alberta Department of Education Annual Report, 1952:96). Such recommendations were not acted upon immediately largely because the Branch's staff was reduced to one professional by 1953.

2. Other Services. In addition to the aforementioned duties, the H. and R. Branch was responsible for a number of functions partially related to sport. The most prominent program in this regard was the recreation leadership services which included sponsorship of an annual recreation leadership school and renumeration to certified health and recreation

leaders conducting approved activities in the communities. The Branch also had a reference library which contained various recreation and sports publications and films. As well, printed materials from the Branch, including a monthly newsletter and information from the Fitness Division of the Department of National Health and Welfare in Ottawa, were distributed free of charge to certified leaders and interested organizations. Furthermore, Branch personnel gave consultative services to local communities and organizations through field trips to communities, correspondence, addresses and conferences (*Health and Recreation Branch Information Booklet, 1954*:3-4). An example of this consultative service was Branch involvement in the initial meetings which culminated in the formation of the Alberta Recreation Executive Association in 1950. During the early years of this new body, services of the H. and R. office, including William Hutton as secretary, were made available to this association (McFarland, 1976b:3).

Miscellaneous Alberta Government Involvement in Sport

Besides the involvement of the primary government agency responsible for sport, there was a very limited interest in this field exhibited by other agencies of the Alberta Government. One development which occurred in 1945 was the establishment of a Cultural Activities Branch in the new Department of Economic Affairs. McFarland (1976b:3) reported that this Branch had:

> . . . the authority to establish boards whose function shall be the encouragement, co-ordination, expansion and development of different aspects of the cultural life of the Province and in particular library facilities in both urban and rural districts, music, art, drama, handicrafts and physical recreation.

While the function of the Cultural Activities Branch was only very peripherally related to sport, this agency was significant in that the H. and R. Branch was later amalgamated with Cultural Activities under the Department of Economic Affairs.

The Alberta Government also provided small grants to a few sport organizations as it had done in the past. These grants were usually listed under Treasury Department spending in "Unforseen and Unprovided For" or "Miscellaneous" sections. After the formation of the Department of Economic Affairs in 1945, financial assistance to sport bodies was appropriated from this agency's budget as well. Thus, Alberta Government grant allocations to sport during this period came from a few different sources and were not provided on the basis of any systematic funding policy. In many cases, this financial aid was given to sport organizations for expenses related to travel-- for example, to the Canadian Olympic Association to send the national team to the Olympic Games (see Table 15).

Extraprovincial Government Developments in Sport[2]

The "Health and Rec" program of the provincial government was just one of a number of factors influencing sport

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[2] For a detailed account of the development of sport in Alberta during this period, refer to H. Eckert, "The

TABLE 15

MISCELLANEOUS ALBERTA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1938 - 1955

Year	Sport Organization and Grant Total	Annual Total
1938-39	1. Edmonton Sport Booster Club - 20	20.00
1946-47	1. Edmonton and District Football Association - 104.75	104.75
1947-48	1. Alberta Provincial Cricket Association - 150; 2. MacDonald Brier Tankard 1948 Playdowns' Committee - 1,000	1,500.00
1948-49	1. Alberta Provincial Cricket Association - 150; 2. Alberta Provincial Rifle Association - 1,000; 3. Skiing Competition - 550; 4. Canadian Olympic Association - 2,000	3,700.00
1949-50	1. British Empire Games Association of Canada - 500; 2. Alberta Provincial Cricket Association - 150; 3. Alberta Provincial Rifle Association - 1,000; 4. Ski Runners of the Canadian Rockies - 100	1,750.00
1950-51	1. Alberta Provincial Cricket Association - 150; 2. Alberta Provincial Rifle Association - 1,000	1,150.00
1951-52	1. Alberta Provincial Rifle Association - 500; 2. Alberta Provincial Cricket Association - 150; 3. Edmonton Junior Football League - 100; 4. Ski Runners of the Canadian Rockies - 1,000 5. Canadian Olympic Association - 2,500	4,250.00
1952-53	1. Alberta Cricket Association - 300; 2. Alberta Provincial Rifle Association - 500; 3. Canadian Ladies Golf Union - 137.50 4. Edmonton Grey Cup Committee - 2,500 5. Edmonton Speed Skating Association - 500	3,937.50
1953-54	1. Alberta Amateur Skating Association - 250; 2. Alberta Rifle Association - 500; 3. British Empire and Commonwealth Games Association of Canada - 500	1,250.00
1954-55	1. Western Canadian Ladies Curling Association - 100; 2. Alberta Cricket Association - 200; 3. Alberta Lawn Bowling Association - 200; 4. Alberta Provincial Rifle Association - 250; 5. Alberta Rifle Association - 250; 6. Amateur Athletic Union of Canada - 400; 7. Edmonton Grey Cup Committee - 2,000; 8. Edmonton Speed Skating Association - 250; 9. West End Swimming Club - 50; 10. Federation International de Ski Trust - 8,000	11,700.00

Source: Alberta Public Accounts, 1938-1955. This may not be an all-inclusive list as occasionally these government records did not specify individual grants but instead grouped everything under the title of miscellaneous grants.

development in Alberta from 1938 to 1955. Besides the Alberta Government's involvement in sport, the activities of other levels of government also had an impact during this period. For instance, Pro-Rec in B.C. definitely had a bearing on the establishment and general operation of the Alberta scheme. A very significant event was the federal government's entry into this field through a series of acts, the most important of which was the N.P.F.A. This legislation, with its federal-provincial agreements, influenced developments in most of the provinces, Alberta included, although it operated under some controversy. Finally, municipal governments, encouraged to a degree by the two senior levels of government, began to establish more effective recreation programs in which sports activities were an integral component. Joe Ross commented on how the Alberta Government tried to encourage municipal development:

> We the province did not select any leaders. The town selected and we trained whoever they selected. It was their program. I tried to keep that before them all the time (Ross; an interview with T. West, p. 2).

Both the Depression and World War Two had an impact on the way in which sport developed in Alberta. In fact, it was for reasons associated with the Depression that Alberta initially established its "Health and Rec" program in 1938. While the war was responsible for the curtailment of some sporting activities, particularly among the professional ranks, in many respects amateur sport flourished in Alberta. One

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Development of Organized Recreation and Physical Education in Alberta," Unpublished M.Ed. thesis, University of Alberta, 1953.

reason was the keen interest exhibited by the armed forces. An extremely active Inter-Allied Sports Council assured that recreational sports and games were well-organized in a centre such as Edmonton. These troubled times did affect the H. and R. Branch's involvement in the sporting domain. Eckert (1953:120) noted that "The wartime budgets would not allow for any expansion of the branch during the war years and its program was confined mainly to the training of recreation leaders." Wood (1966:5) commented that ". . . the war years were responsible for bringing about a change from a mixed program of recreation and vocational training to a purely recreational program." Also of significance was the fact that Alberta Government grants to sport bodies during these years were in abeyance since funds could not be spared in what must have been considered a "frill" area.

In the post-war years, sport in Alberta developed rapidly with new leagues formed, improved facilities and greater numbers of sports participants. From an organizational standpoint, various provincial sport governing bodies strove to improve the administration of their particular sport. Operating as they did on a volunteer-type basis, they often could not adequately meet the demands placed on them. Therefore, the H. and R. Branch, to some extent, filled a void. For example, the 1952 Department of Education Annual Report (p. 96) stated that "There is an expressed desire by school personnel for coaching institutes in athletics. It would appear that the respective sports governing bodies in the Province are not meeting this need." But the H. and R. Branch was not capable of a great deal of activity in this area, restricted as it was by a small staff and limited budget.

In the educational system, school physical education and athletic programs improved in quality and expanded to become a more important aspect of curricular and extra-curricular school activity. The University of Alberta, in 1950, instituted a Bachelor of Education degree in Physical Education which positively affected school physical education and athletic programs. Because the school program complemented the work of the "Health and Rec" scheme, the Branch naturally developed some interests in the educational sector especially through courses (i.e. coaching, R.L.S.) attended by teachers.

THE COMMUNITY RECREATION BUREAU/RECREATION AND CULTURAL DEVELOPMENT BRANCH: 1955-1966

Background

In 1955, Alberta celebrated its golden anniversary as a province in Confederation. While its population was still under the one million mark, the province was on the threshold of tremendous growth and prosperity, and along with B.C., Alberta became one of the fastest-growing provinces in Canada. The urban population increased to the point where, by 1961, the number of people living on farms was less than thirty percent. Manufacturing and mining, which included the oil industry, became increasingly more important components of the provincial economy as a decreasing dependence on agriculture developed (MacGregor, 1972:287-315).

At the political level, the Social Credit party continued its domination of provincial politics. Under the leadership of E. C. Manning, the Socreds retained their ruling party status through the 1950's and 1960's. With economic stability, the electorate seemed satisfied with Socred policies, and opposition parties had few issues working in their favour to help bring down the Socred Government.

When the federal government terminated its assistance to the provincial governments under the N.P.F.A. in 1954, the H. and R. Branch of the Alberta Government was restructured shortly afterwards. The senior political levels of government decided to unite the H. and R. program with its cultural structure (Swift, 1977).

Structure of the Community Recreation Bureau/ Recreation and Cultural Development Branch

On April 1, 1955, the H. and R. Branch was transferred to the Department of Economic Affairs where it was renamed the Community Recreation Bureau (C.R.B.). Such a shift occurred despite opposition from the Director of the Branch, Elsie McFarland, who felt the unit's place was in Education and not in the Department of Economic Affairs (McFarland, 1976a). In

1956, the C.R.B. became one section of the already existing Cultural Activities Branch of the Department of Economic Affairs. Wood (1966:10) commented that "This marriage was felt to be a step forward as, for the first time in the history of the province, the government had established one branch that was responsible for all aspects of public recreation." The. C.R.B. operated primarily by the same policies as it had under its previous guidelines as the H. and R. Branch although in 1956 some important reorganization took place. Walter Kaasa was appointed Director of the Cultural Activities Branch with Elsie McFarland continuing to serve as the Supervisor of the C.R.B. Also, Jack Riddel was appointed as an Assistant Supervisor to the C.R.B. to help improve the program's consultative services. His background included ten years of recreation-related work in Regina and with his appointment a new dimension was added to the Bureau. Under the revised Cultural Development Act of 1955, citizens' advisory boards were established for each of the divisions of the Cultural Activities Branch. One of these was a Community Recreation Board which was set up in June, 1955, and included Elsie McFarland who acted as Secretary. Over the next ten years advice was provided by this Board which usually met four to six times per year and consisted of between five and eight lay members appointed for two year terms by the Lieutenant-Governor upon the recommendation of the Minister of Economic Affairs (Wilkie, 1968:22).

This type of structure was in operation until the summer of 1959 at which time the Department of Economic Affairs was eliminated as part of the provincial bureaucracy. With a shift of the Cultural Activities Branch to the Department of the Provincial Secreatry, the unit remained intact although the Community Recreation Bureau changed its title to that of the Community Recreation Division (Annual Reports of the Department of the Provincial Secretary, 1959-1961).

In 1961 revisions were once again made as the Cultural Activities Branch became the Recreation and Cultural Development Branch, with Walter Kaasa remaining as Director and Elsie McFarland and Jack Riddel serving as the Supervisor and Assistant Supervisor of Community Programs, respectively. Structurally, an Athletics and Outdoor Education Division[3] was set up in 1961 and shortly after it facilitated provincial participation in the federal government's Fitness and Amateur Sport program. This new Division basically took over responsibility for most of the Branch's sport and physical recreation concerns. At the board level, the Community Recreation Board was disbanded in 1961 and replaced by a Recreation and Cultural Development Board which gave direction to the entire Branch. Individual Boards guiding each of the Branch's divisions still functioned and in 1961 a new Athletics and Outdoor Education Board was established (Wood, 1965:14-17).

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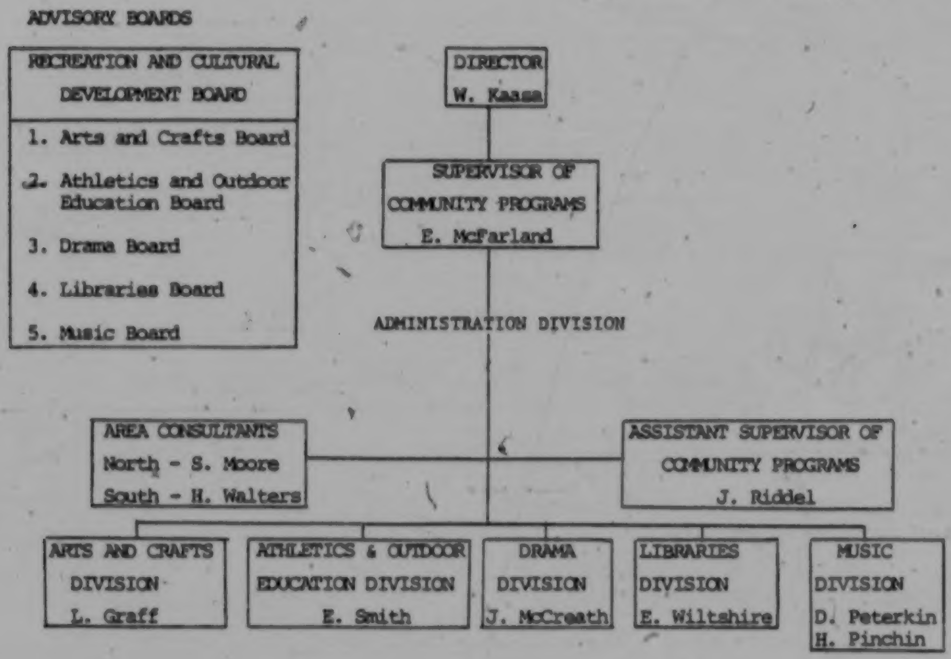
[3] The Athletics and Outdoor Education Division was parallelled in the Branch structure by Drama, Arts and Crafts, Music and Libraries Divisions.

The first Supervisor of Athletics and Outdoor Education, John Meakins, was hired in 1961 but remained only until late 1962 at which time he departed from the civil service. One of the area consultants, Syd Moore, served as interim supervisor until 1964. In January of that year, Lorne Wood, a former high school teacher, became the full-time supervisor but he too left shortly after, in August, 1965, citing a dislike of administrative desk-work and a desire to return to the teaching profession (Wood, 1976). Emmett Smith, whose qualifications included a graduate degree in physical education and recreation, was then appointed to this position and remained there for the duration of the Recreation and Cultural Development Branch's existence in the Provincial Secretary's Department. Another interesting development was the hiring of area consultants, the first being Syd Moore in 1958-59; in 1965 there were two such positions--Syd Moore in the northern region and Harry Walters for the southern area (Wood, 1965:14-17; McFarland, 1977).

By the 1960's the Recreation and Cultural Development Branch was entrenched as the government's primary agency responsible for sport. But, sport was only one concern of a Branch which had intersts in the broad recreation and cultural field. Figure 8 depicts the organizational structure of the Recreation and Cultural Development Branch and illustrates the various areas with which it concerned itself. Furthermore, the annual budgets of the Branch presented in Table 16 indicate

FIGURE 8

STRUCTURE OF THE RECREATION AND CULTURAL DEVELOPMENT BRANCH: 1965


ADVISORY BOARDS
RECREATION AND CULTURAL DEVELOPMENT BOARD
1. Arts and Crafts Board
2. Athletics and Outdoor Education Board
3. Drama Board
4. Libraries Board
5. Music Board
DIRECTOR
W. Kaasa
SUPERVISOR OF COMMUNITY PROGRAMS
E. McFarland
ADMINISTRATION DIVISION
AREA CONSULTANTS
North - S. Moore
South - H. Walters
ASSISTANT SUPERVISOR OF COMMUNITY PROGRAMS
J. Riddel
ARTS AND CRAFTS DIVISION
L. Graff
ATHLETICS & OUTDOOR EDUCATION DIVISION
E. Smith
DRAMA DIVISION
J. McCreath
LIBRARIES DIVISION
E. Wiltshire
MUSIC DIVISION
D. Peterkin
H. Pinchin

Source: Wood, 1966:15 (modified and revised)

TABLE 16

CULTURAL ACTIVITIES BRANCH/RECREATION AND CULTURAL DEVELOPMENT BRANCH ANNUAL BUDGETS: 1955 - 1966

Year	Salaries	Expenses	Total	Federal Contribution[*]
1955-56	$ 8,479.46	$ 37,524.15	$ 46,003.61	$ 5,567.61 (12%)
1956-57	41,595.00	148,791.21	190,386.21	-
1957-58	49,971.93	146,935.13	196,937.06	-
1958-59	60,325.57	202,804.22	263,029.79	-
1959-60	60,455.22	205,640.58	266,125.80	-
1960-61	83,547.32	273,457.29	317,504.61	-
1961-62	85,808.43	261,742.76	347,551.14	-
1962-63	89,170.90	283,865.64	373,036.54	34,612.00 (9%)
1963-64	93,708.89	301,931.64	395,700.53	41,544.24 (10%)
1964-65	119,748.15	326,069.65	445,817.83	40,491.00 (9%)
1965-66	136,935.18	385,487.73	522,416.91	34,398.00 (7%)

[*] Percentage of federal government contributions to total program is in brackets.

Source: Alberta Public Accounts 1955-1966; Annual Reports of the Fitness and Amateur Sport Directorate of the Department of National Health and Welfare, 1961-1966; Wilkie, 1968:68-71.

a steady increase of governmental assistance to culture, recreation and sport over an eleven-year period.

Sport-Related Programs

When the Community Recreation Bureau was established, it operated in a very similar fashion to its predecessor with respect to the programs and services it offered. With the changes undertaken in 1956, a gradual expansion of services began, many of which were in the area of leadership activities. One major change of thinking which occurred was that the C.R.B. began to act more in a supportive programming capacity as opposed to any direct programming function it served during the period of the H. and R. Branch (McFarland, 1976a). While acting in this supportive role, the basic function of the C.R.B. was described as providing assistance to communities and organizations in the administration and operation of recreation programs (Annual Report of the Department of Economic Affairs, 1957:13). In this capacity a number of the duties of the Bureau focused on sport to some extent. The establishment of the Athletics and Outdoor Education Division in 1961 proved to be a significant development which helped to consolidate the agency's sports services and to stimulate increased provincial government assistance to sport. The various programs of the primary government agency responsible for sport in the Alberta Government are presented and discussed in detail.

1. Sports Services. Government services specifically geared to sport in Alberta were evident at the outset of the C.R.B. and by 1965 this assistance had grown in scope, stimulated in part by the federal government's 1961 F. and A.S. Act. During this time period, one prominent program was the sponsorship of a large number of coaching, officiating and participant clinics. Table 17 outlines the frequency of these clinics which, following the implementation of the F. and A.S. Act, became federally sponsored to some extent

TABLE 17

ALBERTA GOVERNMENT SPONSORED COACHING, OFFICIATING AND PARTICIPANT CLINICS, WORKSHOPS AND COURSES: 1955-1965

Year	No. of Clinics	No. of Participating Communities	Total Attendance
1955	3	53	96
1956	4	n.a.	175
1957	6	83	179
1958	n.a.	n.a.	n.a.
1959	9	78	278
1960	4	87	281
1961	10	125	437
1962	13	198	632
1963	7	n.a.	217
1964	28	n.a.	1109
1965	47	338	1168

Source: Annual Reports of the Department of Economic Affairs, 1955-1957; Annual Reports of the Department of the Provincial Secretary, 1959-1966. Most but not all of the above were sports clinics; a few were more recreation-oriented , (e.g. recreation instructor workshops).

under the cost-sharing agreements of the Act.[4] In addition to these regional and provincial clinics, the Branch was often responsible for helping municipalities to organize their own local clinics. Figure 9 illustrates the growth in the number of courses over a six-year period.

In 1962-63, the first federal-provincial agreement of the F. and A.S. Act was signed. Under its terms, the Branch was instrumental in the formation of a Fitness and Amateur Sport Survey Committee comprised of nine lay and professional people who conducted a survey intended to discover the fitness and amateur sport needs of Alberta. An interesting point was that following an eleven month study, this report, including its ninety-one recommendations, was submitted directly to the Minister of the Provincial Secretary, the Hon. E. Holowach. It was subsequently classified confidential but was released for public appraisal a few years later (Wilkie, 1968:68-69).

Other funds from this first agreement were used to sponsor joint provincially and federally approved projects, most of which dealt with sponsoring leadership training activities in the form of sports clinics, workshops and courses. Under the federal-provincial agreements, the Athletics and Outdoor Education Division paid instructors' wages and expenses and provided candidates with related

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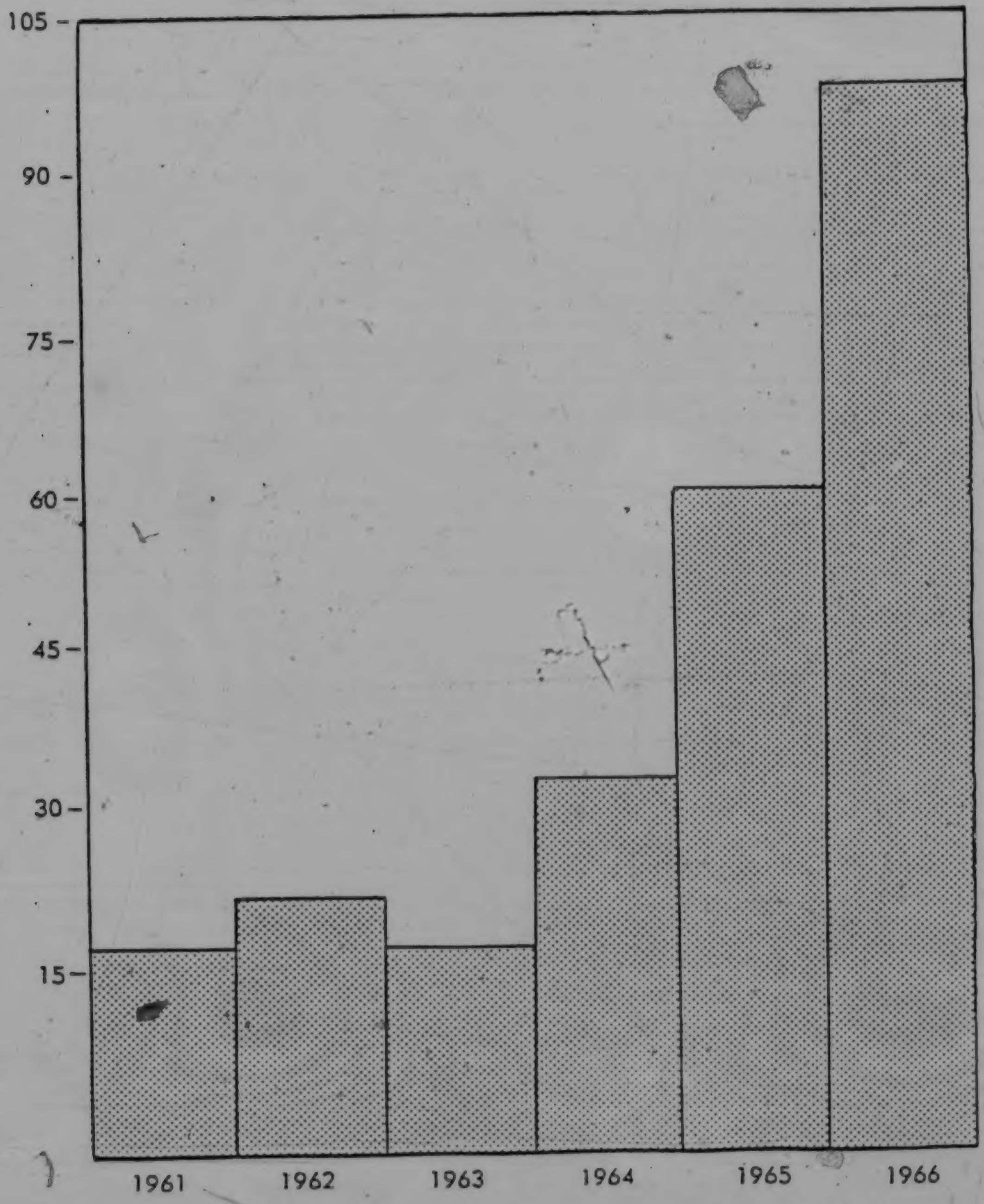
[4] The year 1961 was determined as a base-line year. Any services and programs established by the provincial government prior to that date were not eligible for federal support under

FIGURE 9

SIX YEAR SURVEY OF COURSES CONDUCTED COOPERATIVELY BY THE ATHLETICS & OUTDOOR EDUCATION DIVISION AND PROVINCIAL ASSOCIATIONS



Source: Department of Youth Annual Report, 1966:33. It is unknown as to why these figures do not exactly coincide with those on the preceding table.

pamphlets and literature. In some cases, provincial groups received outright grants as part of federal-provincial projects when the need was justified. McFarland (1970:67) pointed out that the types of provincially approved projects included the ". . . purchase of books and films, salaries of professional staff, recreation leadership courses, grants to communities, competitions and sport clinics."

For the first agreement of 1962-63, the federal government sponsored all approved projects the full 100 percent, but in subsequent years only sixty percent of the total was federal monies. The lone exception was the undergraduate scholarship and bursary program for physical education and recreation students which was entirely subsidized by the federal government.[5] These scholarships, nevertheless, still came under the federal-provincial agreements and provincial authorities helped in the administrative process of selecting and administering the grants. Graduate scholarships provided by the F. and A.S. program were not subject to federal-provincial agreements and were 100 percent federally funded (Wood, 1965: 20-22; McFarland, 1970:65-67).

A second one-year agreement with the federal government in 1963-64 increased support to $41,544.25, slightly more than

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the cost-sharing agreements while new services initiated after this date were funded to a degree by the federal government.

[5] A provincial government scholarship program, incidentally was terminated in the mid 1960's because this represented duplication; but it is noteworthy that the Alberta Government actually preceded the federal government in offering this service.

the year before. The next year, a new three-year agreement came into effect as attempts were made to simplify and improve the administration of the program. At the expiration of this agreement, a second three-year jointly sponsored program began in 1967-68. Annual finances provided to Alberta under the F. and A.S. Act are shown in Table 18.

TABLE 18

FINANCIAL ASSISTANCE TO ALBERTA UNDER F. AND A.S. ACT: 1962-1966

Year	Funds for Fed.-Prov. Projects	No. of Projects	Total Spent*	Amount Alberta Eligible to Receive
1962-63	$12,638.19	11	$34,612.00 (88.8%)	$40,348
1963-64	3,294.24	12	41,544.24 (53.4%)	77,789
1964-65	7,738.31	26	40,491.00 (52.1%)	77,789
1965-66	7,808.17	30	34,398.00 (43.9%)	78,324

*Figures in brackets ( ) represent the percentage of eligible funds which Alberta actually used.

Source: Wilkie, 1968:61-71.

An examination of figures in Table 18 reveals that Alberta rarely approached spending the entire allotment of money it was eligible to receive. Wilkie (1968:70-72) outlined the reasons for this as:

(a) Alberta had a very substantial program prior to the 1962 foundation line thus leaving less space for additional programs.

(b) Other provinces put a great deal of money into provincial administration, while Alberta paid for the additional administration from its own funds.

(c) In other provinces, the provincial sports governing bodies did not assist in the projects as they did in Alberta, providing they [the associations] could afford to assist.

(d) Alberta did not use as great a percentage for scholarships and bursaries as other provinces.

(e) Alberta was more precise in its scrutinization of projects than some other provinces.

(f) There was a reluctance by Alberta to rely heavily on federal funds which might be withdrawn on short notice.

Although Alberta made use of the federal-provincial agreements, the level of participation was not as high as it might have been for a variety of reasons.[6] Wilkie (1968:74) concluded that "All three levels of administration (sports governing bodies, provincial authorities and federal authorities) were at fault."

Other types of sports services were provided by the Branch apart from those already mentioned. For several years swimming pool operators' courses were offered as part of the Branch's overall leadership services programs and on many occasions the Branch offered swimming programs in cooperation with the Red Cross and the Royal Life Saving Society. Also, in 1960 the province initiated a travel assistance program for Alberta athletes competing in Canadian finals. A revision of this financial aid program took place in 1965 to the extent that all provincial champions were eligible to receive one-half of their return rail transportation to Canadian national championships. Under this scheme, 125 athletes and twelve coaches were sent to national finals at a cost of $5,052.50 in 1964; in 1965, $4,994.95 was spent on this program (Wood, 1968:20). A special program feature initiated in 1963 was Operation Giant Stride, a workshop intended to assist provincial sport and recreation groups to begin planning for the future. This meeting represented a first in terms of a get-together of a large number of provincial sport associations and was the initial stimulus to the formation of a provincial sports federation seven years later (Nicholls, 1977:3).

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[6] Refer to D. Wilkie, "The Fitness and Amateur Sport Act in Alberta", Unpublished M.A. thesis, University of Alberta, 1968, for a detailed account of Alberta's participation in the F. and A.S. Act between 1961 and 1967. The Supervisor of Community Programs at this time, Elsie McFarland, also noted

It was evident that the Alberta Government, specifically the Athletics and Outdoor Recreation Division, was responsible for providing an increasing number of sports services during the 1950's and the 1960's. The growth of this government assistance was in part attributable to the F. and A. S. Act, although the Alberta Government provided many services

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that there was a concern that if the province participated more fully in the cost-sharing program, it would be forced to direct funding into sports to the detriment of equally important Branch programs in drama, crafts, music and libraries (McFarland, 1977).

on its own initiative and tended to use the federal monies to upgrade its program.

2. Other Services. The Recreation and Cultural Development Branch was involved in other duties, some of which had an affiliation with sport. For example, a heavy emphasis on leadership services continued, evident by the operation of the annual Recreation Leadership School, the establishment in 1956 of a scholarship program for graduate and undergraduate students in recreation, and in the same year the creation of a revised leadership grants scheme for communities with recreation boards who wished to hire recreation leaders. In addition, the Branch offered a wide array of other leadership programs (e.g. camp directors' seminars, senior camp counsellors' courses, etc.). In some instances, these Branch-sponsored activities had sport as an integral part of their structure.

Branch services also encompassed the distribution of information and publications including a monthly newspaper entitled the Cultural Activities News Bulletin (later changed to Recreation News) and a quarterly (later changed to a bi-monthly) magazine called Leisure. Other types of materials such as books, periodicals and films were made available on a loan basis to schools, municipalities and organizations. In 1965, it was reported that the Athletics and Outdoor Education Division alone had over 125 films covering a wide variety of activities and they were widely used by communities and on occasions when coaching clinics were held (Wood, 1965:23).

Another important service of the Branch was the role it played in providing consultative and supervisory services of a sporting nature to communities and organizations in the province. These consulting services included such duties as aiding municipalities in facility and program planning and helping sport governing bodies to organize clinics as well as apply for the Fitness and Amateur Sport project grants. These duties were in line with Branch objectives of serving in a supportive role as opposed to having a direct programming function.

Finally, the Branch provided grants to certain associations, conferences and groups whose efforts were furthering the cultural development of the people of Alberta. While detailed accounts of these grants were not always available, a number of sport groups received miscellaneous grants prior to the implementation of the F. and A.S. Act in 1961. Even after the Act was in effect, certain sport bodies received provincial funds from the Provincial Secretary's Department (prior to 1960--Economic Affairs Department) not covered under the federal-provincial agreements (See Table 19).

Miscellaneous Alberta Government Involvement in Sport

In 1955 the Alberta Government basically consolidated all of its sports, recreation and cultural services with the

TABLE 19

MISCELLANEOUS ALBERTA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1955 - 1966

Year	Sport Organization or Event and Grant Total	Annual Total
1955-56	Treasury Department: 1. Canadian Olympic Association-3,000 Economic Affairs: 1. Alberta Amateur Skating Association-400 2. Alta. Cricket Association-200; 3. Alberta Provincial Rifle Association-250; 4. Alberta Rifle Association-250; 5. Dominion Badminton Association-300; 6. Edmonton Amateur Wrestling Association-50; 7. Edmonton Grey Cup Committee-2,000; 8. Edmonton Speed Skating Association-300; 9. International Collegiate Ski Meet Committee-2,500	$9,250.00
1956-57	Economic Affairs: 1. Alberta Provincial Rifle Association-250; 2. Alberta Rifle Association-200; 3. Alberta Branch of the Amateur Athletic Union of Canada-300; 4. Edmonton Grey Cup Committee-2,500; 5. International Collegiate Ski Club Committee-2,500; 6. Jasper Park Ski Club-1,000	5,750.00
1957-58	Economic Affairs: 1. Alberta Amateur Speed Skating Association-200; 2. Alberta Division of the Canadian Amateur Ski Association-250; 3. Alberta Provincial Rifle Association-250; 4. Canadian Olympic Association-75; 5. Alberta Rifle Association-250; 5. Crows Nest Pass Ski Club-200; 6. International Collegiate Ski Meet Committee-2,500; 7. Jasper Park Ski Club-1,000	4,725.00
1958-59	Treasury Department: 1. British Empire and Commonwealth Games Association of Canada-1,000 Economic Affairs: 1. Alberta Provincial Rifle Association-250; 2. Alberta Provincial Trapshooting Association-300; 3. Alberta Rifle Association-250; 4. Canadian Amateur Ski Association-200; 5. Edmonton Speed Skating Association-250; 6. International Collegiate Ski Meet Committee-2,500; 7. Jasper Park Ski Club-1,000; 8. Mayfair Golf and Country Club-1,000	6,750.00
1959-60	Treasury Department: 1. Canadian Olympic Association-3,000; 2. North American Ski Championships of 1960-5,000 Provincial Secretary: 1. Alberta Cricket Association of Calgary-200; 2. Alberta Provincial Rifle Association-250; 3. Alberta Rifle Association-250; 4. Amateur Athletic Union of Canada, Alberta Branch-300; 5. Dominion Curling Championships-1,000; 6. International Collegiate Ski Club Committee-2,500; 7. Jasper Park Ski Club-1,000	10,800.00
1960-61	Treasury Department: 1. Calgary Olympic Development Association-7,500; 2. Canadian Junior Ski Championships-2,000 Provincial Secretary: 1. Amateur Athletic Union of Canada, Alberta Branch-1,091.60; 2. Calgary Golf Association-200; 3. Canadian Amateur Swimming Association-316.25; 4. Edmonton Grey Cup Committee-2,500; 5. International Collegiate Ski Club Committee-2,500; 6. Jasper Park Ski Club-1,000	17,101.85
1961-62	Treasury Department: 1. Calgary Olympic Development Association-12,500 Provincial Secretary: 1. Alberta Lawn Tennis Association-300; 2. Amateur Athletic Union of Canada, Alberta Branch-228.11; 3. Calgary Sports Car Club-350; 4. Canadian Amateur Ski Association-506	13,878.11
1962-63	________________	
1963-64	Treasury Department: 1. Calgary Olympic Development Association-25,000	25,000.00
1964-65	________________	
1965-66	________________	

Source: Alberta Public Accounts, 1955-1966. Undetailed Public Accounts make it difficult to determine if, in fact, funding was made available from these sources from 1962 onward. It is most likely that after 1962 most sports grants were probably handled directly by the Athletics and Outdoor Education Division.

transfer of the Health and Recreation Branch to the Cultural Activities Branch where it became the Community Recreation Bureau. Following this move there was still evidence of certain bureaucracies in the provincial government with interests in the sporting domain.

In 1960-61, the Department of Public Works reported a series of regular grants to municipalities for swimming pools. Table 20 outlines the annual funding falling under this category.

TABLE 20

DEPARTMENT OF PUBLIC WORKS GRANTS TO MUNICIPALITIES FOR SWIMMING POOLS

Year	Grant
1960-61	$21,593.71
1961-62	42,000.00
1962-63	56,000.00
1963-64	14,000.00
1964-65	28,232.32
1965-66	14,000.00

Source: Alberta Public Accounts, 1960-1966.

A very prominent sport-related program was announced by the Alberta Government in 1958, although it came into effect one year later. This program was designed to assist communities in acquiring recreation facilities. The five-year plan had $3,801,260 allocated to it and was set up so that communities with over 100 population, except Edmonton and Calgary, were eligible to receive, upon approved application, $10 per capita for the construction of recreation facilities. At the termination of the program, numerous facilities including ice arenas, curling rinks, swimming pools and parks were constructed with ninety-two percent of the allocated funds paid out to eight cities, eighty-eight towns, 135 villages and 136 hamlets (See Table 21). Actually this facility assistance program was under the auspices of the Department of the Provincial Secretary and the Recreation and Cultural Development Branch's involvement with it was limited to providing consultative services to communities planning to build facilities (Wood, 1966:13; Budget Speech of the Honourable E. W. Hinman, 1960:18).

TABLE 21

ALBERTA GOVERNMENT GRANTS FOR RECREATION FACILITIES*

Year	Grant Total
1960-61	$998,138.43
1961-62	1,337,218.90
1962-63	906,070.86
1963-64	363,679.13
1964-65	275,422.63
1965-66	213,602.68
1966-67	16,961.08

*Grants for recreation facilities went past the 1964 termination date of the program in order to meet provincial commitments established when the grant system was in effect.

Source: Alberta Public Accounts, 1960-1967.

It was mentioned previously that the Recreation and Cultural Development Branch was responsible for providing grants to sport groups both within the guidelines of federal-provincial agreements and on a provincial basis only. In addition to this were other miscellaneous sports grants which were outside the bounds of the Provincial Secretary's Department. Alberta Public Accounts reported special grants to sport groups such as the Calgary Olympic Development Association which were listed under cash payments coming directly out of the Treasury Department. Usually these grants tended to be for larger amounts than those handled by the Department of the Provincial Secretary and since most were for special events, they required either Cabinet or senior government approval; hence their control by the Treasury Department. Table 19 , presented earlier, shows all Alberta Government grants to sport groups, separating where possible the agency responsible for administering the grant.

Extraprovincial Government Developments in Sport

During the 1950's and the first half decade of the 1960's, a growth of sport took place in Alberta at a number of levels. In the educational system, athletic and physical education programs became a much more prominent aspect of school activity than ever before. The Alberta Schools Athletic Association, which was established in 1956, reflected the increasing importance attached to sport in the educational sector. At the university level, as well, more trained leaders in the form of coaches, administrators and teachers received degrees in recreation and physical education, with the Univeristy of Alberta instituting a master's degree program in 1961-62. At municipal levels, recreation programs were increasing in scope and stature by offering a wide range of sports activities to an interested clientele.

An event typifying the growth in popularity of sport in Alberta was an attempt in the early 1960's to obtain the Winter Olympics for Banff, Alberta. The Calgary Olympic Development Association and its replacement, Olympic '72, were aided by government grants and technical planning assistance in several unsuccessful attempts to secure a sports festival of international significance.

During this time period, individual sport governing bodies also developed into better administrative organizations with the result that they began to request additional provincial government financial assistance. By administering more sophisticated programs, the sport governing bodies in Alberta directly affected the growth of sport in the province and in turn influenced the provincial government's interests in this field.

A significant event at the national level was the passage of the F. and A.S. Act in 1961 and although evidence indicated that the federal-provincial agreements were not taken full advantage of in Alberta, sport in the province still benefited to an extent from the available assistance. This federal legislation was also responsible for bringing together the provinces at annual federal-provincial sessions, a development which led to some information-sharing on provincial programs and policies. On the negative side, the federal-provincial cost-sharing agreements did little to foster harmonious relations between the two levels of government. The Alberta Government, mainly because it had a well-developed program prior to the 1961 legislation, vigorously opposed federal intervention on certain programs and issues. The divergent sport interests between the federal government and Alberta affected sport development in that province, since the Recreation and Cultural Development Branch participated, albeit reluctantly, in the federal-provincial program.

THE PRIMARY ALBERTA GOVERNMENT SPORT AGENCY: 1966-1977

Background

In the latter half of the 1960's and into the 1970's, Alberta experienced rapid social and economic change. Much of this could be attributed to the prosperity brought on by the vast revenues generated from the province's flourishing oil industry. In 1971, petroleum products and by-products supported over one-half of the provincial population which by 1977 was well over the two million mark and growing at a faster rate than any other region in the country. With the development of the Athabasca tar sands and the related petrochemical industry, Alberta's economy became the most prosperous of any province in Confederation. An abundance of other natural resources such as gas and coal, together with a healthy agricultural base and a growing manufacturing industry, also helped the province to diversify its economy. Under such a healthy economic environment, there were accompanying changes in the province's social fabric--a well-developed educational system, new cultural outlets in the arts, advanced health and social services and a citizenry with one of the highest per capita incomes in the nation (MacGregor, 1972:287-315).

In the political arena, events took place which signalled the end of the Social Credit's reign in Alberta. One important factor was the resignation in 1968 of the very popular E. C. Manning following a period as premier which spanned twenty-five years and some seven provincial elections. Manning's replacement, Harry Strom, lacked the leadership qualities of his predecessor and soon another party quickly emerged as an alternative on the provincial political scene. During the 1967 election, a revamped Progressive Conservative Party, led by Peter Lougheed, succeeded in becoming the official opposition party with twenty-seven percent of the popular vote and six seats in the seventy-five seat legislature. By the time of the next election in 1971, the Conservatives gained more support and managed to oust the Socreds. For the next six years, the Conservative Government introduced new policies and programs in various fields, aided by the majority status which they maintained during this period (Barr, 1974:167-248).

Throughout these years, the primary government agency responsible for sport also underwent reform. In the mid 1960's, a major interest in youth was exhibited by various provincial government programs aimed at this large population segment. The Alberta Government's emphasis on youth began in 1966 when the Department of Youth Act was passed. At the end of the summer of the same year the Recreation and Cultural Development Branch was altered by the formation of a Recreation Branch in the new Department of Youth, while the Cultural Development program remained within the Department of the Provincial Secretary (McFarland, 1970:69). With a revamped structure and certain philosophical policy changes, a new era began for the Alberta Government agency which delivered sports programs and services. The next eleven years were characterized by various noteworthy sports programs as well as several alterations in the government's primary sport agency.

Structure of the Primary Agency Responsible for Sport

On September 1, 1966, the Community Services (Recreation Administration) Division and the Athletics and Outdoor Education Division of the Recreation and Cultural Development Branch were transferred to the Department of Youth. Following this transfer, a Recreation Branch was formed to house these two divisions. Interestingly, three of the five stated objectives of the Department dealt with a sport theme. The 1966 Annual Report of the Department of Youth (p. 7) outlined these as:

1. To encourage development of a constructive sports and physical fitness program.
2. To provide assistance to those who have potential to take part in provincial, national and international championship meets.
3. To give leadership in all forms of constructive sports, recreation and generally in the profitable use of leisure time.

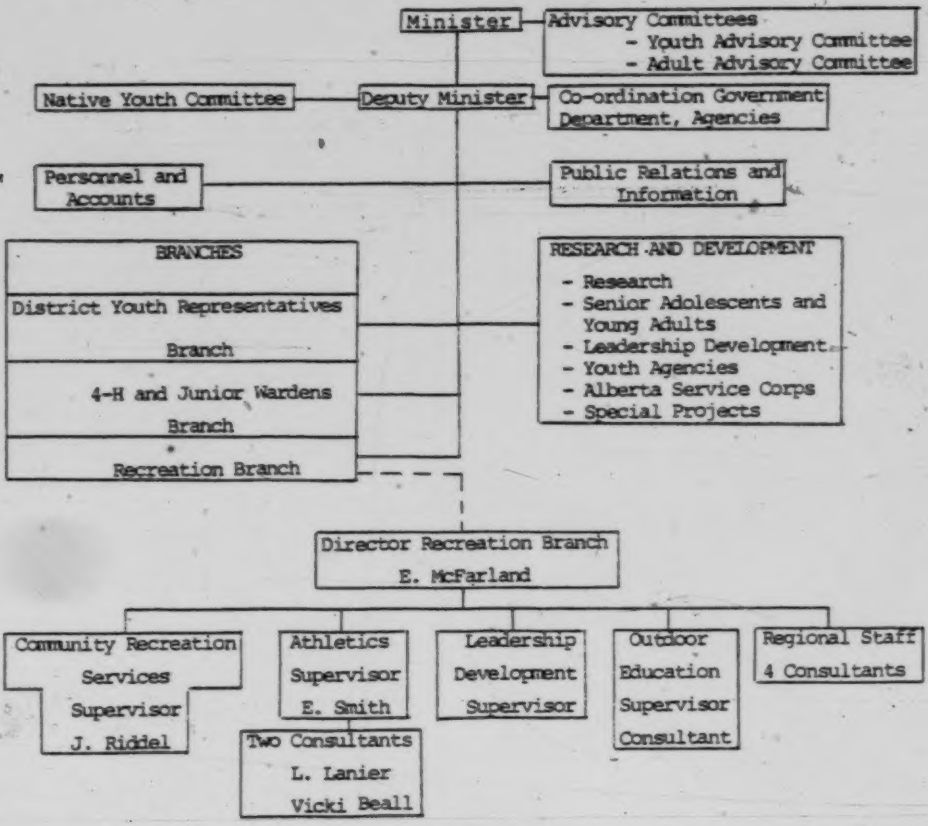
The Recreation Branch's status in the new Youth Department improved considerably with its programs becoming a major feature. As McFarland (1976a) noted:

> With Youth we were suddenly a key section, a big part of the Department. We were a small team of eager beavers with a Minister and a Deputy Minister who believed in what we were doing and didn't have any other irons in the fire that were bigger.

The structure of the Recreation Branch initially included a Director of the Branch, Elsie McFarland, a Supervisor of Community Recreation Services, Jack Riddel, and a Supervisor of Athletics and Outdoor Education, Emmett Smith, plus three regional consultants. In addition, there were plans to separate Outdoor Education from its union with Athletics. This separation occurred in 1967 when expansion took place within the entire Department of Youth (See Figure 10). Of particular importance was the Recreation Branch's Athletics unit, headed by Emmett Smith, which was expanded to include two athletics consultants, Lou Lanier and Vicki Beall. A Youth Advisory Committee was another structural feature of

FIGURE 10

ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF YOUTH: 1967


Minister
Advisory Committees
- Youth Advisory Committee
- Adult Advisory Committee
Native Youth Committee
Deputy Minister
Co-ordination Government Department, Agencies
Personnel and Accounts
Public Relations and Information
BRANCHES
District Youth Representatives Branch
4-H and Junior Wardens Branch
Recreation Branch
RESEARCH AND DEVELOPMENT
- Research
- Senior Adolescents and Young Adults
- Leadership Development
- Youth Agencies
- Alberta Service Corps
- Special Projects
Director Recreation Branch
E. McFarland
Community Recreation Services Supervisor
J. Riddel
Athletics Supervisor
E. Smith
Two Consultants
L. Lanier
Vicki Beall
Leadership Development Supervisor
Outdoor Education Supervisor Consultant
Regional Staff
4 Consultants

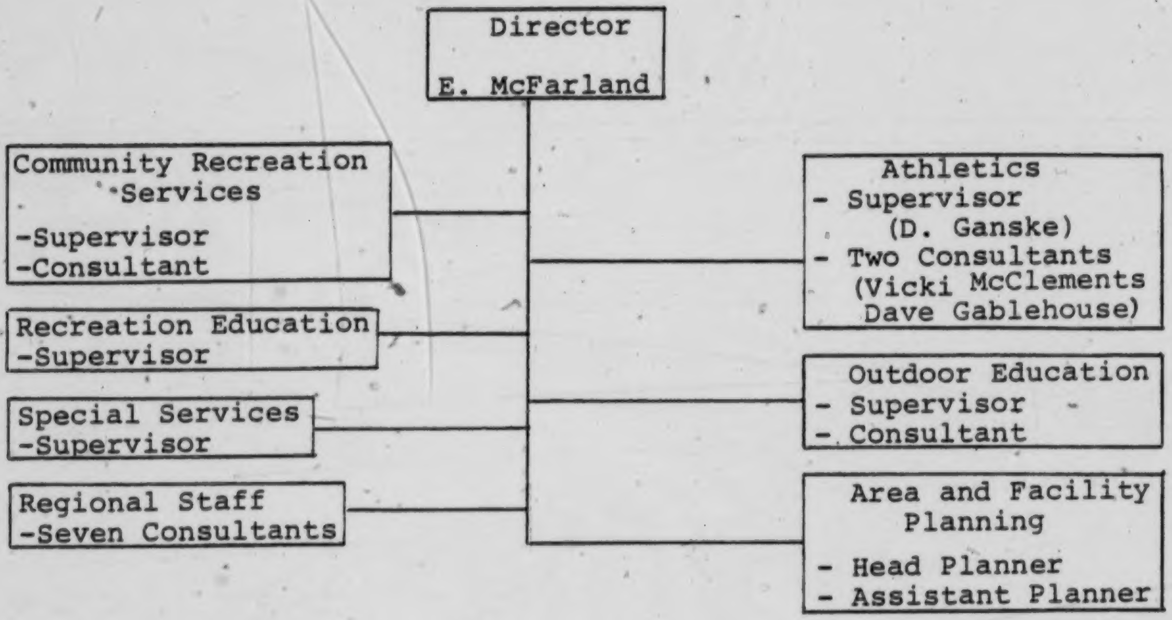
Source: Alberta Department of Youth Annual Report, 1967 (modified) the Youth Department as the Committee served to provide the Minister and his staff with a lay point of view. An extremely important development at this time was the passage of An Act to Promote Recreation Development in Alberta, a piece of legislation designed to provide guidelines to the Recreation Branch (Annual Reports of the Department of Youth, 1966-1968).

From 1968 lasting through 1970, there was basically a consolidation of the previous year's (1967) restructuring. The Recreation Branch underwent still further growth in staff and also experienced some structural alterations (See Figure 11). Additions to staff included a Supervisor of Recreation Education, an Area and Facility Planner plus an Assistant, a Supervisor of Special Services (Handicapped, Senior Citizens, Correctional Institutions) and an increase to a seven-person regional consultant staff. The Athletics section, in particular, had a number of changes. In early 1968 the section consisted of three athletics consultants--Peter Taylor, Ken Budd and Vicki McClements (nee Beall)--as well as the Supervisor, Emmett Smith. During September of 1968 the Supervisor went on educational leave and upon his return in 1969 he accepted the position of Supervisor of Outdoor Education. Meanwhile at the consultant level, both Peter Taylor and Ken Budd departed by 1969 and Dwight Ganske was hired in July of that year as a replacement to work with the remaining consultant Vicki Mclements. By December of 1969 Dwight Ganske was promoted to Supervisor of Athletics following Emmett Smith's change to Outdoor Education. Dave Gablehouse was then hired as an athletics consultant and along with Vicki McClements and Dwight Ganske made the Athletics section a three-person unit (Department of Youth Annual Reports, 1968-1970; Ganske, 1976).

FIGURE 11

ORGANIZATIONAL STRUCTURE OF THE RECREATION BRANCH

1970


Director
E. McFarland
Community Recreation Services
-Supervisor
-Consultant
Recreation Education
-Supervisor
Special Services
-Supervisor
Regional Staff
-Seven Consultants
Athletics
- Supervisor (D. Ganske)
- Two Consultants (Vicki McClements Dave Gablehouse)
Outdoor Education
- Supervisor
- Consultant
Area and Facility Planning
- Head Planner
- Assistant Planner

Source: Department of Youth Annual Report, 1970 (modified)

A major development occurred on April 1, 1971, when the Youth Department was replaced by a larger, more encompassing Department of Culture, Youth and Recreation. In the ensuing shuffle, various branches of the Department of Provincial Secretary concerned with Cultural Affairs were absorbed in the new department. There were few immediate changes to the Recreation Branch. It merely formed one section of the new government department with a broadened structure which included the Planning and Development Branch, the Cultural Development

Branch, the Recreation Branch, the Youth Services Branch and the 4-H and Junior Forest Warden Branch. But, in 1973 a major re-organization took place. The 1973 Department of Culture, Youth and Recreation Annual Report (p. 9) commented on the structural revision:

> Paramount change was the development of a single field services unit deployed in 17 regional areas throughout the Province. Further, all services were grouped into four major programming divisions: Culture, Youth, Recreation and Heritage Resources.

Under this realignment, the Recreation Branch became the Recreation Development Division with the former Director of the Branch, Elsie McFarland, promoted to a newly-created Assistant Deputy Minister position. Another significant change was the formation of four distinct branches within the Recreation Development Division--Community Recreation Services, Outdoor Recreation, Recreation Services to Special Groups, and Sports and Fitness--each headed by a Director who reported to the Assistant Deputy Minister. The Director of the new Sports and Fitness Branch was Dwight Ganske who at first supervised only two consultants: Dave Gablehouse and Marlene Kurt who had replaced Vicki McClements in 1971.

In 1974, Emmett Smith became the Assistant Deputy Minister responsible for the Recreation Development Division, replacing Elsie McFarland who after twenty-three years with the recreation agency left government service in order to become Chairman of the Department of Recreation Administration at the University of Alberta. Meanwhile, in April, 1974, the Sports and Fitness Branch expanded in size and evolved into a three-unit structure composed of a Sports Development Section, a Sports Competitions Section and a Fitness Section. Dwight Ganske remained as Director and he supervised six full-time (and one temporary) consultants (See Figure 12). The stated purpose of the Branch at this time was:

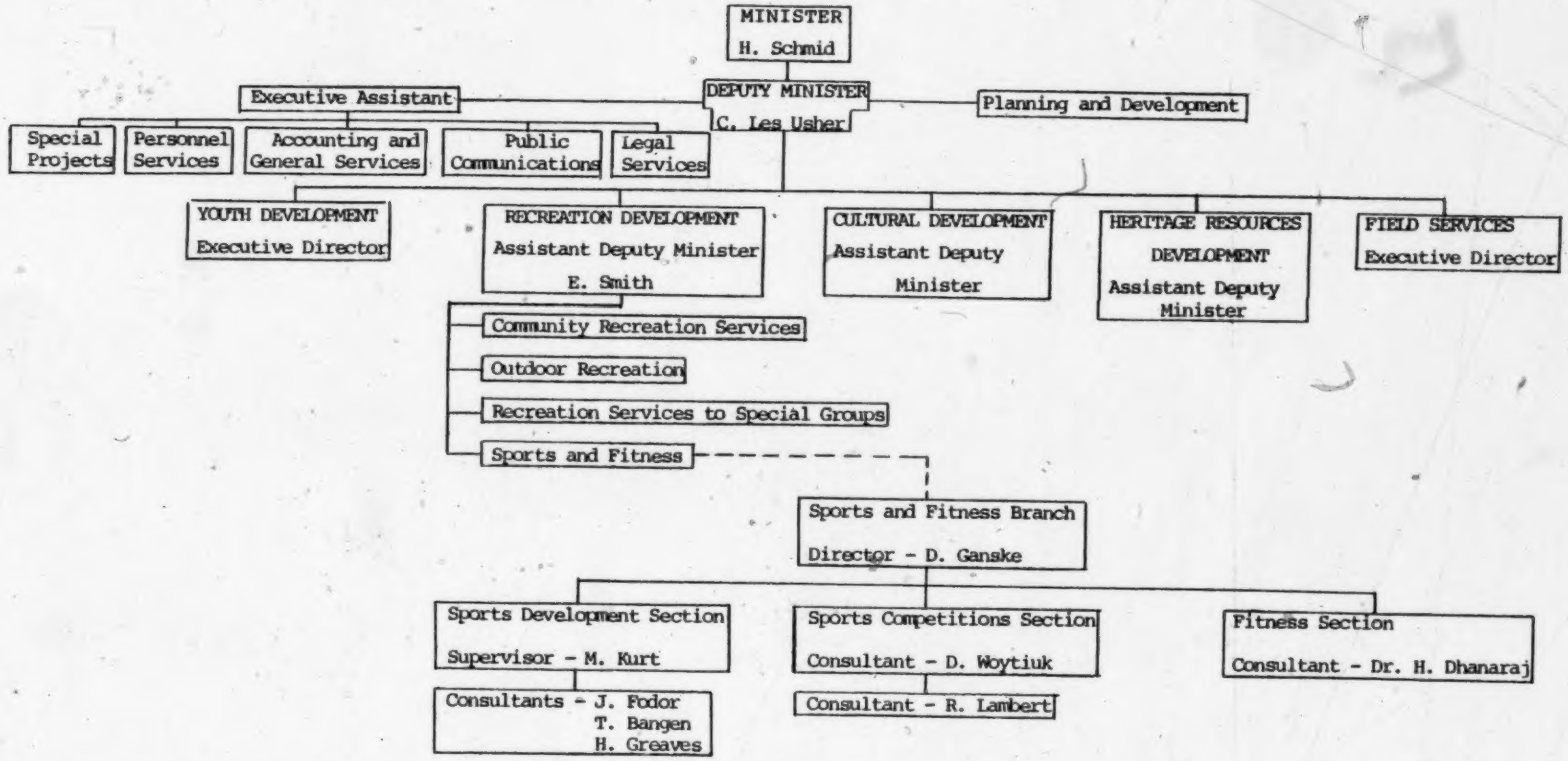
> . . . to assist sport associations, municipalities, agencies and institutions in providing Alberta citizens the opportunity to participate in a broad range of enjoyable sports activities and to develop their sports skills and talents to their full potential; developing within Albertans an appreciation for physical activity and fitness, and the benefits derived therefrom (Sports and Fitness Branch, mimeograph, April, 1974).

The pattern of almost annual restructuring continued in 1975 when a new Department of Recreation, Parks and Wildlife was formed. Cultural aspects were placed in their own separate department and the youth services, so prominent in earlier years, diminished to the point of having less emphasis in the government bureaucracy. Instead, environmental recreation concerns (i.e. parks and wildlife) were united with public recreation services. In the Recreation, Parks and Wildlife Department, the Recreation Development Division including its Sports and Fitness Branch continued to operate as it had done previously. One change was the placement of the regional field services unit under the auspices of the Recreation Development Division (See Figure 13).

This particular structure remained intact until the fall of 1976 when another major organizational revision took

FIGURE 12

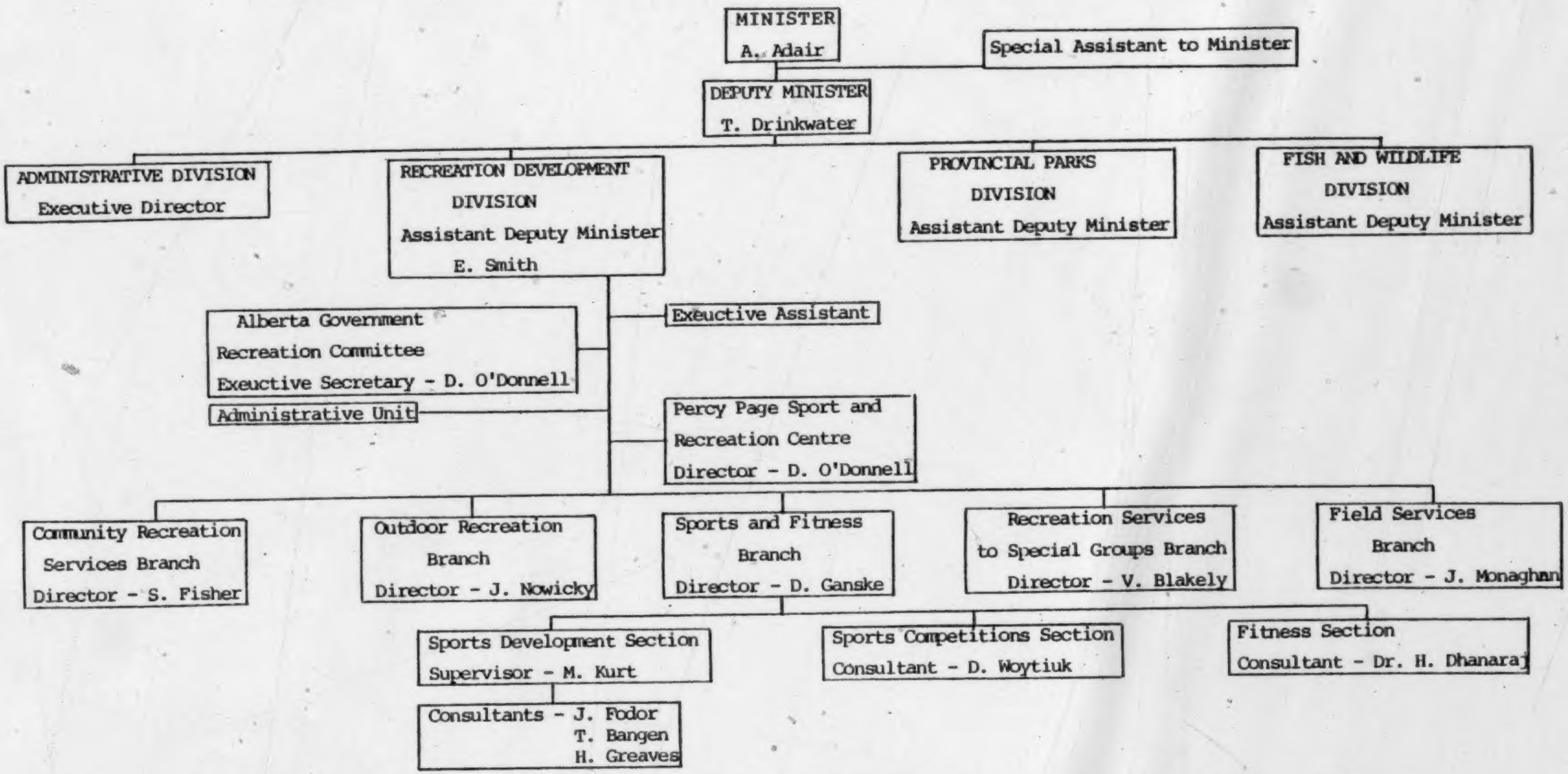
ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF CULTURE, YOUTH AND RECREATION: 1974


MINISTER
H. Schmid
DEPUTY MINISTER
C. Les Usher
Executive Assistant
Planning and Development
Special Projects
Personnel Services
Accounting and General Services
Public Communications
Legal Services
YOUTH DEVELOPMENT
Executive Director
RECREATION DEVELOPMENT
Assistant Deputy Minister
E. Smith
CULTURAL DEVELOPMENT
Assistant Deputy Minister
HERITAGE RESOURCES DEVELOPMENT
Assistant Deputy Minister
FIELD SERVICES
Executive Director
Community Recreation Services
Outdoor Recreation
Recreation Services to Special Groups
Sports and Fitness
Sports and Fitness Branch
Director - D. Ganske
Sports Development Section
Supervisor - M. Kurt
Consultants - J. Fodor
T. Bangen
H. Greaves
Sports Competitions Section
Consultant - D. Woytiuk
Consultant - R. Lambert
Fitness Section
Consultant - Dr. H. Dhanaraj

Source: 1974 Annual Report of the Department of Culture, Youth and Recreation; Sports and Fitness Branch mimeograph (1974). Consultant Rick Lambert was employed only on a temporary basis to specifically look after the Junior Olympics program and provincial administration of Game Plan (Ganske, 1977b).

FIGURE 13

ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF RECREATION, PARKS AND WILDLIFE: 1976


MINISTER
A. Adair
Special Assistant to Minister
DEPUTY MINISTER
T. Drinkwater
ADMINISTRATIVE DIVISION
Executive Director
RECREATION DEVELOPMENT DIVISION
Assistant Deputy Minister
E. Smith
PROVINCIAL PARKS DIVISION
Assistant Deputy Minister
FISH AND WILDLIFE DIVISION
Assistant Deputy Minister
Exeuctive Assistant
Alberta Government Recreation Committee
Exeuctive Secretary - D. O'Donnell
Administrative Unit
Percy Page Sport and Recreation Centre
Director - D. O'Donnell
Community Recreation Services Branch
Director - S. Fisher
Outdoor Recreation Branch
Director - J. Nowicky
Sports and Fitness Branch
Director - D. Ganske
Recreation Services to Special Groups Branch
Director - V. Blakely
Field Services Branch
Director - J. Monaghan
Sports Development Section
Supervisor - M. Kurt
Consultants - J. Fodor
T. Bangen
H. Greaves
Sports Competitions Section
Consultant - D. Woytiuk
Fitness Section
Consultant - Dr. H. Dhanaraj

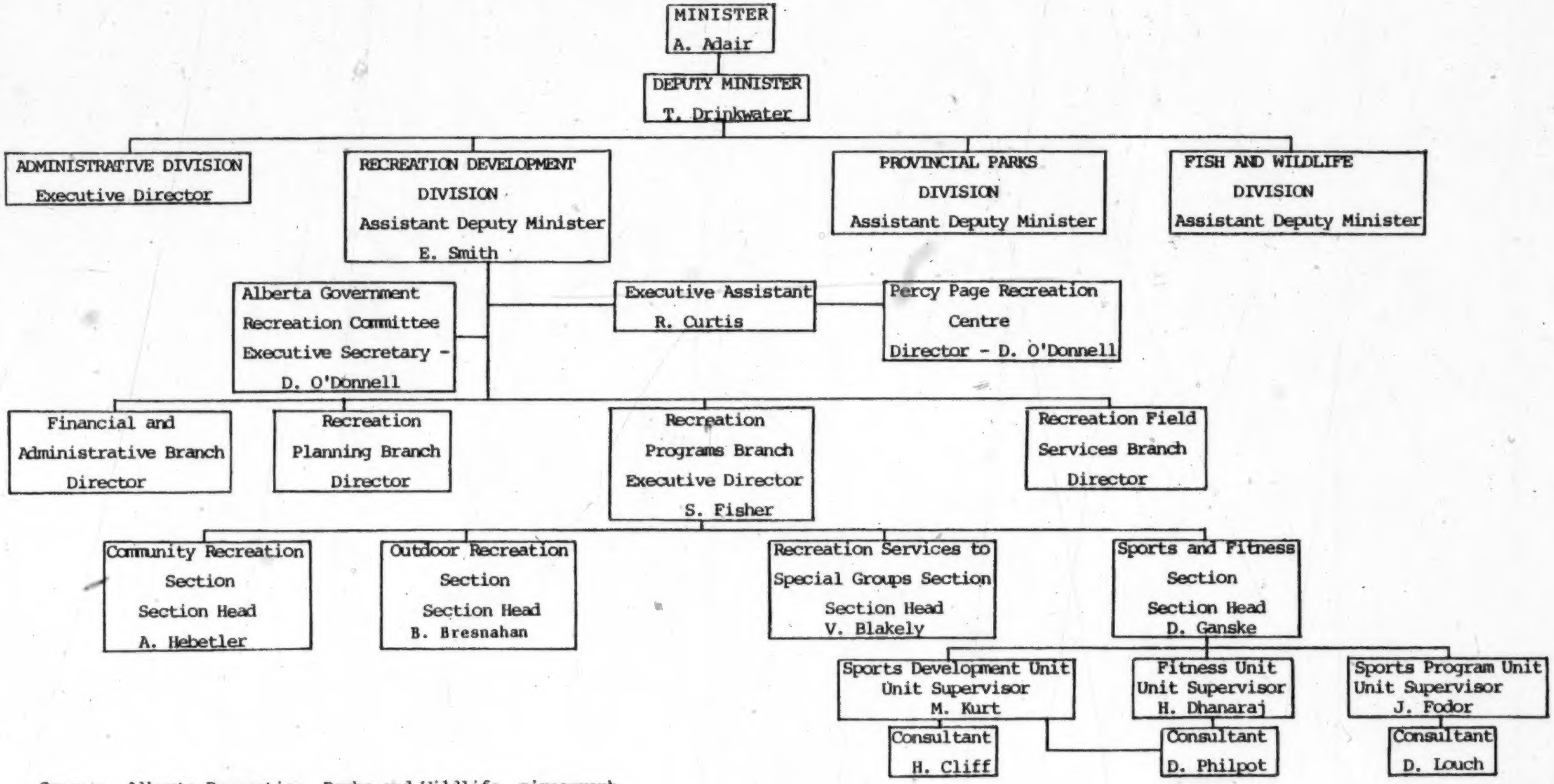
Source: Alberta Recreation Parks and Wildlife, mimeograph (May, 1976); Sports and Fitness Branch, mimeograph (February, 1976).

place. At this time the Recreation Development Division was restructured into a Financial and Administrative Branch, a Recreation Planning Branch, a Recreation Field Services Branch and a Recreation Programs Branch. The latter unit was headed by the previous Director of the Community Recreation Services Branch, Stan Fisher, who in his new position as Executive Director of the Recreation Programs Branch supervised four sections: Outdoor Recreation, Community Recreation Services, Recreation Services to Special Groups, and Sports and Fitness. Within this reorganization, the Sports and Fitness Section remained intact and continued to function with a slightly altered structure of three units (Sports Development, Sports Program, Fitness) and a seven-person staff (See Figure 14). During this time Sports and Fitness also developed a comprehensive package detailing its purpose, goals and objectives which served to specifically outline the duties and raison d'être of the agency (See Table 22). The duties of the section head and the three units of the Sports and Fitness Section were also clearly spelled out (See Table 23).

During an eleven-year period the primary government agency responsible for sport in Alberta underwent expansion and numerous revisions. Eventually the Sports and Fitness Section emerged as the government bureau primarily responsible for government sports services, although this unit always remained part of a larger recreation structure which experienced frequent organizational alterations. In addition, all

FIGURE 14

ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF RECREATION, PARKS AND WILDLIFE: 1977


MINISTER
A. Adair
DEPUTY MINISTER
T. Drinkwater
ADMINISTRATIVE DIVISION
Executive Director
RECREATION DEVELOPMENT
DIVISION
Assistant Deputy Minister
E. Smith
PROVINCIAL PARKS
DIVISION
Assistant Deputy Minister
FISH AND WILDLIFE
DIVISION
Assistant Deputy Minister
Alberta Government
Recreation Committee
Executive Secretary -
D. O'Donnell
Executive Assistant
R. Curtis
Percy Page Recreation
Centre
Director - D. O'Donnell
Financial and
Administrative Branch
Director
Recreation
Planning Branch
Director
Recreation
Programs Branch
Executive Director
S. Fisher
Recreation Field
Services Branch
Director
Community Recreation
Section
Section Head
A. Hebetler
Outdoor Recreation
Section
Section Head
B. Bresnahan
Recreation Services to
Special Groups Section
Section Head
V. Blakely
Sports and Fitness
Section
Section Head
D. Ganske
Sports Development Unit
Unit Supervisor
M. Kurt
Fitness Unit
Unit Supervisor
H. Dhanaraj
Sports Program Unit
Unit Supervisor
J. Fodor
Consultant
H. Cliff
Consultant
D. Philpot
Consultant
D. Louch

Source: Alberta Recreation, Parks and Wildlife, mimeograph (September, 1976); Ganske, 1977b.

TABLE 22

PURPOSE, GOALS AND OBJECTIVES OF THE SPORTS AND FITNESS SECTION

PURPOSE AND GOALS	OBJECTIVES
PURPOSE To provide direction by assuming the guiding role in promoting, initiating and coordinating the orderly development of sports and fitness in Alberta in order to ensure maximum opportunity for participation and achievement.	
GOALS	
1. To liaise with and assist clientele in sports and fitness program development.	1. (a) To assume the lead role in coordinating the provision of sports and fitness services in Alberta. (b) In concert with the Recreation Planning Branch, ensure the development of a sports and fitness plan of action for Alberta. (c) To work in concert with Regional Recreation Consultants in the provision of sports and fitness services at the municipal, regional and area levels. (d) To evaluate and monitor services. (e) To encourage and strengthen the delivery of sports and fitness services within Alberta.
2. To identify and provide appropriate programs to facilitate quality sports and fitness opportunities.	2. (a) To ensure the development and implementation of financial assistance. (b) To ensure development and coordination of leadership programs in sports and fitness. (c) To develop relevant resource information. (d) In concert with the Recreation Planning Branch, ensure that sports and fitness elements are included as an integral component of comprehensive recreation planning at the municipal, regional and provincial levels. (e) To encourage and assist those individuals with the desire to pursue excellence in sports. (f) To encourage and assist Albertans to develop to their optimum level of fitness.
3. To ensure public awareness of the importance of sports and fitness as it contributes to the physical and emotional well-being of the individual.	3. (a) To ensure development and implementation of marketing approaches to sports and fitness development. (b) To ensure development of information packages promoting sports and fitness.
4. To encourage and support public participation in the development and direction of sports and fitness programs.	4. (a) To provide maximum opportunities for Alberta citizens at local, regional and provincial levels to participate in the development of sports and fitness

Source: Sports and Fitness Section document (mimeograph), 1977.

TABLE 23

SPORTS AND FITNESS SECTION DIVISION OF RESPONSIBILTIES

SPORTS DEVELOPMENT	SPORTS PROGRAMS	FITNESS	SECTION HEAD
- Relate directly to 65 Prov. Sports Governing Bodies. - financial assistance - leadership development - consultation - information - resource development	- Aquatic Workshop	- Overall Fitness Co-ordination	- Co-ordination of Section
	- Junior Olympic Program	- Leadership	- Alberta Schools Athletic Association
	- Regional Games	- Consultations	- Sport Alberta
	- Intersport seminars	- Resource Development	- Alberta Games Council
Includes:	- Officials Development - as it relates to the National Officials Development Program.	- Shape-Up Alberta	- Sport Spectrum
- Technical sport courses for coaches and officials		- PARTICIPaction Medicine Hat Co-ordination	- '78 Commonwealth Games Foundation
	- National Coaching Development Program - theory courses and overall co-ordination		- INSPOL
- Sport Executive development (Sport Administrators Workshop)		- Employee Fitness	- Alberta College Athletic Association
- Athlete development	- Community Sports	- Legislative Building Fitness Project	
- Funding coaches, officials, and athletes. - 133/74 regulations - Canada Games - Olympic Games - Commonwealth Games - Pan American Games - World Events - Tier II athletes	- "Sports Councils"	- etc.	
- Sports Exchange Program			
- Canada Games			

Source: Ganske, 1978.

of this reorganization took place within a department which underwent three name changes and extensive restructuring. Other agencies in this recreation-focused department, besides Sports and Fitness, developed interests in sport because of the broad recreational mandate of the Department with its characteristic of developing specialized units (e.g. planning, field services, community services, outdoor recreation, special groups). The emphasis herein was placed on the organizational unit primarily responsible for sports services, namely the Sports and Fitness Section and its predecessor the Athletics (and Outdoor Education) Division.

The annual budgets for the government sport agency are presented in Table 24 . Initially, figures were reported for the Recreation Branch in its entirety. In 1974-75, a year after the Sports and Fitness Branch was formed, individual statistics for this unit became available and are reported independently. These figures for Sports and Fitness reflect an area of government activity which expanded rapidly, coinciding with the growth of the government agency responsible for delivering sports programs. While in 1966 some $512,416.91 was spent on the whole Recreation and Cultural Development Branch, by 1976 the figure for the Recreation Development Division was $6,547,676.00 including $1,274,064.00 allocated to the Sports and Fitness Branch alone, a figure which represented nineteen percent of the Division's total expenditure (Alberta Public Accounts, 1960-1977).

TABLE 24

ANNUAL BUDGETS OF THE PRIMARY ALBERTA GOVERNMENT AGENCY RESPONSIBLE FOR SPORT: 1966-1977

Year	Agency	Salaries	Grants & Expenses	Annual Total	Federal Contribution
1966-67	Recreation and Cultural Development Branch/ Recreation Branch	$133,400.66	$ 558,196.99	$ 691,597.65	$ 43,874 (6%)
1967-68	Recreation Branch	104,164.23	345,022.92	449,187.15	77,683 (17
1968-69	Recreation Branch	170,032.45	1,180,460.21	1,350,492.66	73,420 (6%
1969-70	Recreation Branch	217,500.75	1,262,950.80	1,480,451.55	77,683 (5%)
1970-71	Recreation Branch	251,072.52	1,349,403.74	1,600,476.26	39,854 (3%)
1971-72	Recreation Branch	299,083.17	1,718,927.00	2,018,010.17	—
1972-73	Recreation Branch	310,605.46	2,707,823.80	3,018,429.20	—
1973-74	Recreation Branch	338,182.00	4,879,819.00	5,218,001.00	—
1974-75	Recreation Development Division				
	(a) Recreation Development- Administration	102,173.00	61,399.00	163,570.00	
	(b) Community Rec. Serv. Br.	110,698.00	4,085,125.00	4,195,824.00	
	(c) Sports & Fitness Branch	75,352.00	742,650.00	818,002.00	
	(d) Outdoor Recreation Branch	80,395.00	316,306.50	396,697.00	
	(e) Recreation Services to Special Groups Branch	50,668.00	106,401.00	157,069.00	
	(f) Government Recreation Committee	3,013.00	20,530.00	23,543.00	
	(g) TOTAL	422,299.00	5,332,405.00	5,754,705.00	—
1975-76	Recreation Development Division				
	(a) Recreation Development- Administration	152,517.00	51,087.00	203,604.00	
	(b) Community Recreation Services Branch	191,829.00	4,232,587.00	4,424,416.00	
	(c) Sports & Fitness Branch	141,122.00	1,132,947.00	1,274,069.00	
	(d) Outdoor Education Branch	178,838.00	289,814.00	468,652.00	
	(e) Recreation Services to Special Groups Branch	74,814.00	93,553.00	168,367.00	
	(f) Government Recreation Committee Secretariat	3,504.00	5,064.00	8,568.00	
		742,624.00	5,805,052.00	6,547,676.00	—
1976-77	Recreation Development Division				
	(a) Programme Support	960,471.00	289,673.00	1,250,144.00	
	(b) Community Recreation	337,461.00	13,775.599.00	14,113,060.00	
	(c) Sports and Fitness	176,201.00	4,146,557.00	4,322,758.00	
	(d) Outdoor Recreation	254,327.00	595,649.00	849,976.00	
	(e) Recreation for Special Groups	88,502.00	113,942.00	202,444.00	
	TOTAL	1,816,963.00	18,105,819.00	20,738,382.00	—

Source: Alberta Public Accounts, 1966-1977.

Sport-Related Programs

From 1966 to 1977 there was a substantial increase in services directed toward sport by the Alberta Government. This growth primarily took place in the functions carried out by the Athletics (and Outdoor Education) Division and its replacement, the Sports and Fitness Branch/Section. The expansion of public sector involvement in sport coincided with the larger role assumed by the Alberta Government in the entire recreation field as reflected by the formation of the Alberta Department of Recreation, Parks and Wildlife. The forthcoming discussion emphasizes the sports programs of the Sports and Fitness unit, but also identifies certain key sports services of other units in the department.

1. Sport Consultative Services. Sports and Fitness personnel often served in a consultative capacity to provincial sport governing bodies and sport groups, many of which sought some form of government aid such as grants or other types of assistance (Greaves, 1976; Kurt, 1977). The Sports and Fitness unit was also very instrumental in the planning of a number of key sports developments in Alberta. One of these was the provincial government's support in the formation of Sport Alberta, the provincial sport federation which came into existence in 1970 at a provincial sport governing body seminar, sponsored by the Alberta Government (Nicholls, 1977: 3).

In these and other issues, Sports and Fitness was involved in consultation and planning. By providing such a service, sport associations in Alberta were given the opportunity to liaise and deal directly with the agency of government primarily concerned with sport matters. The provincial government actually served the important role of facilitator and was instrumental in aiding many associations in their administration and planning (McFarland, 1977).

2. Sport Leadership Services. Because the provision of leadership services was emphasized to such a high degree by the Department, this service was an important objective of the Sports and Fitness program. Annually, large numbers of provincial workshops and area sports clinics, seminars and courses were sponsored by the Sports and Fitness unit in conjunction with provincial sport associations and/or local recreation departments. It was significant that the type of clinics changed over the years to suit the needs of individual sport associations. Whether a clinic was geared towards participants, officials, administrators or for other purposes was highly dependent upon an association's perceived needs and its requests for government sponsorship (McFarland, 1977). One of the largest and most important leadership courses was the very popular Annual Provincial Aquatics Workshop which brought together interested aquatics-related leaders in the province. The sponsorship of the National Coaching Development Program was another example of the interest in leadership-oriented

programs.

The Sports and Fitness Branch also conducted three special conferences known as Intersport I, II and III, held in 1975, 1976 and 1977, respectively. These large provincial gatherings were designed to provide a forum of discussion for sport leadership elements in the province. In March of 1977, another important program was the hosting of the first provincial sport administrators conference in Red Deer. The purpose of this particular conference was to provide advice and technical assistance to provincial sport governing body executives. Table 25 outlines figures for annual government sponsored workshops, clinics and seminars. An interesting feature revealed in this table was that the number of these meetings dwindled in the latter years of the federal-provincial cost-sharing agreements when it was known that the program would terminate in 1971. However, the provincial government continued in succeeding years to heavily support these leadership courses on its own just as it had before the federal government provided assistance for such programs.

3. Grant Assistance to Sport Associations. Apart from the previously mentioned consultative and leadership services, the primary sport agency administered a series of grant programs to provincial sport associations. Originally the available grant monies were of a very modest sum and limited to only a few specific areas. Over the years this public

TABLE 25

PROVINCIAL GOVERNMENT SPONSORED SPORTS WORKSHOPS, CLINICS AND SEMINARS

Year	Provincial	Area	Other Types	Total
1966	n.a.	n.a.	n.a.	99
1967	n.a.	n.a.	n.a.	55
1968	10	36	10	56
1969	8	17	5	30
1970	17	21	1	38
1971	9	37	6	52
1972	33	41	-	94
1973	39	47	-	86
1974	59	54	-	113
1975-76	70	67	-	137
1976-77	n.a.	n.a.	-	135

Source: Department of Youth Annual Reports, 1966-1976; Department of Culture, Youth and Recreation, Annual Reports, 1973-1975; Department of Recreation, Parks and Wildlife Annual Report, 1975-76. Figures for these courses were not always accurately reported; therefore, estimates were made in some cases.

sector financing increased in both the grant totals provided and in the number of different grant programs.

One of the older grant schemes concerned monies allocated to sport associations to host provincial, national and international championships. Hosting grants of approximately $100 were made available for each provincial sport championship but this particular assistance grant was eliminated in 1974.

Annual grants of up to $1,000 were also given to each sport hosting a national championship in Alberta. During the 1975-76 fiscal year a new hosting grant program provided up to $500 for any Western Canadian sports championship or conference. There were even a few grants given to sports fortunate enough to host world championships. On two occasions, for the 1970 World Amateur Wrestling Championships and for the 1971 World Figure Skating Championships, fairly large grants were provided by the Alberta Government (See Table 26).

In 1967 a funding program began which provided what amounted to a $300/year grant to sport governing bodies applying for the available funds. Over the years this assistance program was altered on a few occasions and the orginally termed Special Programs Assistance Grant later became the Special Administrative and Leadership Development Grants. In 1974 sport associations became eligible to receive a greatly increased straight grant of up to $3,000[7] which was basically used for different types of administrative functions related to the organization. The 1974 Department of Culture, Youth and Recreation Annual Report (p. 79) announced this program stating that "A major stride forward in helping provincial sport and other recreation associations was taken with the implementation of a new financial assistance program in April, 1974." Table 27 outlines the increased monies made available under the revised plan and those provided during earlier years.

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[7] In 1974 the $3,000 was available only on a matching basis, but after this initial year it was provided on a non-matching basis.

TABLE 26

ALBERTA GOVERNMENT GRANTS TO HOST INTERNATIONAL, NATIONAL AND PROVINCIAL CHAMPIONSHIPS

Year	Provincial/Hosting Grants		National Hosting Grants		International Hosting Grants	Total
	No. of Grants	Annual Total	No. of Grants	Annual Total	Event	
1966	2	$ 263	3	$3,253.40	-	$3,416.40
1967	3	298	9	11,305.21	$2,000 to Can. Amateur Ski Association* $3,250 to Can. Amateur Wrestling Association*	16,853.21
1968	12	1,111.50	7	5,174.30	-	6,285.80
1969	15	2,505.20	8	8,268.00	-	10,773.20
1970	42	4,099.68	7	5,634.50	$32,500 to host World Amateur Wrestling Championships	42,234.18
1971	39	4,018.42	7	5,756.97	$19,000 to host World Figure Skating Championships	28,775.39
1972	53	5,519.70	15	13,181.44	-	18,701.14
1973	45	4,286.70	17	13,420.52	-	17,708.22
1974	11	1,400.00	7	7,000.00	-	8,400.00
1975-76	10	4,794.66	18	22,000.00	-	26,794.66
1976-77			25,455.50			25,455.50

*These two grants in 1967 were used to help the respective sports promote Alberta as a possible site for future world championships.

Source: Department of Youth Annual Reports, 1966-1970; Department of Culture, Youth and Recreation Annual Reports, 1970-1974; Department of Recreation, Parks and Wildlife Annual Report, 1975-1976. In 1974 provincial hosting grants were terminated and figures reported in this column for 1975-76 and afterwards were for a new grant scheme covering Western Canadian Championships and Conferences. For 1976-77, the $25,455.60 represents the total sport associations received for hosting Western Canada and national championships.

TABLE 27

ADMINISTRATIVE AND SPECIAL PROGRAM GRANTS PROVIDED TO ALBERTA SPORT ASSOCIATIONS

Year	No. of Grants	Total	Year	No. of Grants	Total
1967	27	$10,661.35*	1972	47	$15,114.77
1968	35	11,000.00	1973	47	13,593.30
1969	36	10,705.62	1974	58	159,381.32
1970	50	15,175.94	1975-76	63	182,276.69
1971	41	11,840.31	1976-77	n.a.	163,510.00

*This total does not include an untabulated amount of money provided to sport associations under the title of provincial athletic assistance projects which were in effect for 1967.

Source: Department of Youth Annual Reports, 1966-1970; Department of Culture, Youth and Recreation Annual Reports, 1971-1974; Department of Recreation, Parks and Wildlife Annual Report, 1975-76.

Another grant program which sport associations were able to receive concerned funds for travel assistance for provincial championship teams and athletes attending national championships. Commencing in 1961, this program covered one-half all-inclusive return rail fare for eligible sports. At the time, Alberta was the only province in Canada providing such assistance (Department of Youth Annual Report, 1967:71). In a modification to the program in 1967, the regulations changed to cover one-half return economy air fare as opposed to rail fare, reflecting the fact that air transportation was now the predominant form of travel. Again, in 1969, this funding scheme was altered to one-quarter of return economy air fare for each athlete, coach and chaperone up to a maximum of $2,000 per team.[8] And in 1974 major modifications were made with the addition of two new types of travel grants. One of these was Travel Assistance to Western Canadian Championships and Inter-Provincial Championships which had a ceiling of $2,000 per association with the only stipulation being that such championships had at least four participating provinces. The second new grant covered Travel Assistance to National and International Invitational Competitions and provided ten percent of the actual travel costs (Department of Culture, Youth and Recreation Annual Report, 1974:144). When the international championship was a bona-fide championship, the regulations which applied were twenty-five percent up to a maximum of $2,000/group. As indicated by the figures presented in Table 28, these travel assistance grants were widely used by sport associations.

A minor grant program which came into being in 1969 and lasted until 1974 provided funds for team training camps. The modest financial assistance which amounted to approximately a few hundred dollars per group was given to sport associations where it was deemed essential for team members to come together for training prior to participation in Canadian

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[8] Travel assistance was decreased in 1969 to one-quarter due to budget cut-backs that year and the twenty-five percent support remained the same to the present (Ganske, 1977b).

TABLE 28

ALBERTA GOVERNMENT TRAVEL GRANTS TO SPORTS GROUPS

Year	No. of Grants	Total	Year	No. of Grants	Total
1966	13	$13,622.53	1974	18 (National and International Championships)	$13,790.87
1967	16	18,084.63		32 (Western Canadian Championships and Interprovincial Competitions)	57,854.09
1968	27	33,344.62			
1969	43	27,078.12		10 (National and International Invitational Competitions)	5,337.36 76,982.32
1970	32	10,953.01			
1971	32	8,416.40	1975-76	37 (National and International Championships	16,903.29
1972	37	17,911.55		34 (Western Canadian Championships and Inter-Provincial Competitions)	8,633.12
1973	32	13,374.40			
				28 (National and International Invitational Competitions)	60,740.00 86,276.41
			1976-77	n.a.	116,543.00

Source: Department of Youth Annual Reports, 1966-1970; Department of Culture, Youth and Recreation Annual Reports, 1971-1974; Department of Recreation, Parks and Wildlife, Annual Report, 1975-76; Sports and Fitness Section Annual Report, 1976-77, mimeograph.

championships (Department of Youth Annual Report, 1969:32) (See Table 29).

TABLE 29

TRAINING CAMP GRANTS PROVIDED TO ALBERTA SPORT ASSOCIATIONS

Year	No. of Grants	Total	Year	No. of Grants	Total
1969	3	$ 806.10	1972	4	$1,033.60
1970	3	684.00	1973	6	1,200.32
1971	8	1,063.26	1974	3	281.76

Source: Department of Youth Annual Report, 1969-70; Department of Culture, Youth and Recreation Annual Reports, 1971-1974; Department of Recreation, Parks and Wildlife Annual Report, 1975-76.

Apart from the older, aforementioned grant programs, sport associations also received financial aid from a few other types of recent assistant schemes. For example, at the 1977 Sports Administrators Conference in Red Deer, the Hon. Al Adair, Minister of Alberta Recreation, Parks and Wildlife, announced a new grant program which would provide up to $500 to each provincial sport governing body to hold an annual planning meeting. In 1972, a Special Payment Grant program was launched and it allocated: $28,100.00 to six groups in the inaugural year; $31,390.00 to twelve groups in 1973; $31,131.18

to fifteen groups in 1974 when the program was termed Special Grants; and, $197,645.82 to forty-six groups in 1975-76 when it was called Special Projects Grants. Another type of funding program began in 1973 when sixteen groups received $8,075 specifically for team training assistance for the 1973 Canada Summer Games. This particular grant program was continued in 1974 when sixteen groups received $30,235.00 for team selection and training assistance for the 1975 Canada Games and another nine groups were allocated $1,800 for promotion of the 1975 Canada Games. Finally, the Alberta Government gave assistance to provincial sport associations for special projects through the Olympic and Loto Canada Lottery Fund, a scheme made possible because the provinces were entrusted to distribute their share of the national lottery proceeds to sport, fitness and recreation in their respective provinces (See p. 499 for additional details). (Department of Culture, Youth and Recreation Annual Reports, 1971-1974; Sports and Fitness Branch Annual Report, 1975-76, mimeographs).

4. Assistance to Special Major Programs. Sports and Fitness implemented a number of special projects which received substantial provincial government funding and assistance. One of the most prominent efforts in this category revolved around the Commonwealth Games slated for Edmonton in 1978. The Alberta Government committed a total of $11.6 million to the construction of facilities for hosting the Commonwealth Games,

and commencing in 1974 annual appropriations were forthcoming from the Department of Culture, Youth and Recreation budget for this express purpose. In 1973, the Alberta Government even commissioned a special study group to report on what steps should be taken to prepare for the 1978 Games, particularly how to ensure a high proportion of well-trained Alberta athletes on the Canadian team. The ensuing Commonwealth Study Final Report of April, 1974, although not followed up in its entirety, still provided some direction to the government. In early 1976 the Alberta Olympic and Commonwealth Development Plan was implemented as a means to assist Alberta athletes and officials in their preparation for the 1976 Olympic Games and the 1978 Commonwealth Games. With funding in the neighbourhood of $250,000 from the Western Canada Lottery and the Olympic Lottery Fund, this money was used to cover direct costs such as travel to training and competition sites and for room and board expenses of athletes (Department of Recreation, Parks and Wildlife Annual Report, 1975-76:16).

A second major project was the involvement of Sports and Fitness in the Alberta Games. Although co-ordinated through Sport Alberta, large operational grants (approximately $150,000/game) and facility legacy grants (approximately $50,000 to a host community) were provided by the government to help in the successful operation of each of the provincial games. Furthermore, Sports and Fitness personnel frequently helped in certain administrative details related to these games. The sports bureau of government was also instrumental in giving assistance (financial and technical) to various regional games held throughout Alberta (e.g. $14,194 to six regional games in 1976-77). In fact the Southern Alberta Games first held in Pincher Creek in 1970 were a regional competition which actually preceded the provincial games. The four full-scale Alberta Games [1974 (summer)-Calgary; 1975 (summer)-Red Deer; 1976 (winter)-Banff; and 1977 (summer)-Red Deer] and numerous regional games benefited a great deal from Alberta Government participation and support in these sports festivals. The formation of a separate Alberta Games Society in 1977 to look after the Alberta Games still required a significant amount of government assistance and input in the operation of these games (Butlin, 1977; Ganske, 1977a).

A special program of Sports and Fitness which only recently received high priority was the National Coaching Development Program (N.C.D.P.). This program was instituted in Alberta in 1975 when a Sports and Fitness employee, Julius Fodor, was placed in charge of the project. The role of Sports and Fitness in this project was to generally co-ordinate the coaching certification scheme by hiring instructors, providing materials, setting up courses, promotion and taking care of other administrative details (Fodor, 1977). In 1976-77 alone, thirty-seven Level 1 Theory Courses of the coaching program were conducted in nineteen Alberta communities (Sports and Fitness Section Annual Report, 1976-77, mimeograph).

Another noteworthy project which was instituted in 1973 was the opening of the Percy Page Centre for Provincial Recreation Associations in St. Albert, just outside of Edmonton. Converted from a former school building, this Centre was turned into a home for provincial sport and recreation associations. Services made available included: office space for associations at a cost of $1/year, provision for meeting rooms, and some technical assistance (e.g. printing services). As of December 1976, some thirty-eight provincial organizations were housed in the Centre, making use of the government services (Department of Recreation, Parks and Wildlife Annual Report, 1975-76:41). The Centre operated as a government-owned facility and its Director, Dennis O'Donnell, served as an employee of the Recreation, Parks and Wildlife Department reporting to Stan Fisher, the Executive Director of the Recreation Programs Branch. Originally, the Centre came under the auspices of Sports and Fitness, specifically the office of the Assistant Deputy Minister, although the responsibility for the Centre shifted around and at one time included the Executive Assistant's Office. During its brief history the Centre had problems and did not always function as effectively as many of its counterparts in Western Canada. Ganske (1977b) summarized some of the difficulties surrounding the Percy Page Centre for Provincial Recreation Associations:

> It's been very unstable and it hasn't been solidified properly and it's bounced around quite a bit . . . it's still there but it hasn't really changed in terms of function and budget for the last three or four years.

As its name implies, the Sports and Fitness unit developed certain interests in the realm of fitness when it changed to this title in 1973. In August of that year a staff member, Dr. H. Dhanaraj, was hired to specifically look after the fitness programming area. In the ensuing years a number of fitness projects and services were undertaken. For example, in October, 1973, a special fitness week was promoted in Edmonton with an experimental community fitness project also held in Wetaskiwin the same year. In addition to this, there was Sports and Fitness involvement with Shape-Up Alberta, a scheme funded by the Alberta Government but operated by the Alberta Regional Y.M.C.A. and Y.W.C.A. Inaugurated in 1974, this fitness project was set up as a mobile fitness testing and program unit which promoted fitness mainly in rural communities and each year it received provincial government funding. During the 1975-76 fiscal year, $175,000 worth of public funds were made available to Shape-Up with the cost shared equally by the Departments of Recreation, Parks and Wildlife and Social Services and Community Health. The Sports and Fitness unit also developed certain promotional fitness ventures and disseminated posters and literature to the public. In conjunction with this function, starting in 1973 the Department contracted PARTICIPaction, a national fitness promotional agency, in order for the agency to provide consultative advice to the government fitness program. Most important was an in-depth fitness promotional project known as PARTICIPaction

Medicine Hat, a community program designed to encourage people to become more physically active (Dhanaraj, 1977; *Department of Recreation, Parks and Wildlife Annual Report, 1975-76*:15).

Recent activities in the fitness field included a special Alberta Fitness logo designed for promotional purposes by Sports and Fitness. Current plans also call for the implementation of an Alberta Family Fitness Award program. Future projects involve two or three levels of fitness clinics and workshops supplemental to some already held, the certification of fitness instructors standards, establishment of a Certification Board, formation of a Fitness Advisory Committee, and possibly an employee fitness pilot project. Recently, Sports and Fitness was involved in the fitness testing of members of the Alberta Legislative Assembly, and the opening of a fitness exercise room in the Legislative building. The tremendous increase in activities and projects associated with fitness indicate the growing departmental emphasis placed on this particular program area. The Sports and Fitness Section during 1977 also completed a major fitness policy report entitled *A Plan for the Future* calling for a million dollar program. However, the fact that the provincial government is in a fiscal restraint period may hinder the adoption of this new program thrust. (Ganske, 1977a,b; Dhanaraj, 1977; *Alberta Recreation Parks and Wildlife Fitness Status Report*:2).

5. Other Services. The Sports and Fitness unit was responsible for a number of sports services which are classified under a miscellaneous section. One example of this type of function was the bureau's interest in research on various sport-related topics; and over the years studies were carried out with provincial government funding and/or technical assistance. Some of the more prominent investigations included the *Alberta Hockey Study* (1967), *A Survey of Alberta Provincial Sport Organizations* (1973), the *Commonwealth Study Final Report* (1974) and a number of intradepartmental reports not released to the public. The purpose of such research was usually to aid departmental planning with respect to sport programs and services (*Department of Youth Annual Reports, 1966-1970*; *Department of Culture, Youth and Recreation Annual Reports, 1971-1974*).

The dissemination of literature, information and a limited amount of sports equipment was another one of the duties carried out by Sports and Fitness. Written literature and a film library on a wide variety of coaching topics, sports skills and other subjects were made available on a loan basis. A prominent service in this area was the Branch's work with the Alberta Amateur Hockey Association to produce and distribute a series of hockey manuals prior to any similar national program (McFarland, 1977). Also, the sports unit had a timer loan service which was of benefit to sports groups wishing to borrow such equipment.

An additional function of the Sports and Fitness unit was its role as the Alberta Government representative in certain national and interprovincial sport programs.[9] So it was Sports and Fitness or more specifically its predecessor, the Athletics and Outdoor Educational Division, which maintained a working relationship with the Fitness and Amateur Sport Directorate of the Department of National Health and Welfare during the time of the federal-provincial cost-sharing agreements under the F. and A.S. Act. During the early years of the cost-sharing agreements, Alberta was not utilizing its share of available funds. Such a situation finally changed during the Canadian Centennial year. "In 1967 the Province of Alberta was able to claim all available federal funds for the first time, as well as an additional $12,000 provided by the Directorate for provincial program expansion." (Department of Youth Annual Report, 1967:22). And it was the Athletics and Outdoor Education Division which guided Alberta sport organizations in the use of federal and provincial monies and other services available under the F. and A.S. Act (Annual Reports of the Fitness and Amateur Sport Directorate, 1966-1971).

Upon the termination of the cost-sharing agreements, contact between the provincial government sports unit and the federal Fitness and Amateur Sport Directorate were maintained due to a number of co-operative programs. These included a five-year National Sport and Recreation Facility Study which commenced in 1971, the sport and recreation exhibition presented at Flare Square in Calgary in 1971, Alberta's participation in the controversial Game Plan athlete development assistance scheme, and a few minor programs.

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[9] Although at least one Sports and Fitness employee attended federal-provincial meetings, it was the Director of the Recreation Branch and later the A.D.M. of the Recreation Division who was always the senior representative at these meetings.

A very important program on the national sports scene which had a high degree of co-operative planning and assistance was the Canada Games. At their inception in 1967, the Athletics and Outdoor Education Division was made responsible for co-ordinating the Alberta provincial team sent to this national biennial sports festival. As successive games grew and became more popular, provincial government assistance increased. In preparing for each games, the government's sport agency was in charge of the establishment of a Mission Staff which administered the provincial team for these games. There was also funding provided for team training, uniforms and other expenses associated with participation in the Canada Games (See back to p. 204). When Lethbridge, Alberta hosted the 1975 Canada Winter Games, the Alberta Government gave large funding as part of the provincial commitment to the Games. At the time, Canada Games regulations were such that the federal government, the host province, and the host city were expected to share the capital costs three ways up to a total of $1.5 million each, with the community meeting any deficit over and above this amount.[10] The final government assistance amounted to: $535,400 for capital plus $18,040 for operational expenses by the provincial government; $580,000 for capital and $872,542 for operational expenses by the federal government; and $500,000 for capital expenses by the City of Lethbridge. This extensive government aid combined with private contributions for a $4,223,281 price tag as the 1975 Canada Winter Games proved to be an event with tremendous popularity and close co-operation among the various interested parties (Department of Culture, Youth and Recreation Annual Reports, 1973, 1974; Lethbridge/Southern Alberta Jeux Canada Games Final Report, 1975).

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[10] In addition to this, the federal government covered 100 percent of the operating costs including the transportation of the teams to the event.

On the interprovincial level, Sports and Fitness maintained contacts with other provinces due to certain co-operative programs of which the Canada Games were one example. Also the Interprovincial Council for Sport and Recreation, formerly the Council of Provincial Directors for Sport and Recreation, necessitated formal contacts between Alberta and its provincial counterparts. In fact, it was through this Council that the National Coaching Development Program was first developed. When the First Western Canada Games were held in Regina in 1975, another instance of interprovincial co-operation was required in order to successfully run this four-province sports event. These were some of the more important programs which directly led to the Sports and Fitness unit serving a significant liaison function as the provincial government's sport agency.

Included in this miscellaneous category are an array of special projects, many of which were of minor significance or were not a permanent feature of the provincial government sports program. On occasion, funding was provided to certain sports events such as a $30,000 grant given to help in the operation of the 1974 Junior Olympics held in Edmonton. A sports touring-trailer study in 1970, the co-ordination of summer help provided under provincial government youth employment programs (e.g. S.T.E.P., P.E.P.), and the maintenance of a public relations role in dealings with sport groups and educational institutions were additional services provided by the Sports and Fitness unit. The Sports and Fitness unit was also instrumental in the development and supervision of a special leave program for athletes. Under this scheme, which commenced in 1976, employees of the Government of Alberta including special group populations were allotted a maximum of two weeks/year special leave with pay to prepare for or participate in a national or international amateur athletic event with a total of six weeks leave during a three year period (Department of Culture, Youth and Recreation Annual Reports, 1971-1974; Department of Recreation, Parks and Wildlife Annual Report, 1975-76). During the 1976-77 fiscal year a few special programs were instituted: the Alberta-Hokkaido Sport Exchange Program brought two highly qualified gymnastics coaches from Japan to Alberta for two months training of Alberta coaches and athletes; and an International Coach project was conducted with a highly qualified field hockey coach from England (Sports and Fitness Section Annual Report 1976-77, mimeograph).

6. Miscellaneous. Besides the activities carried out by the Sports and Fitness unit, other agencies within the Department of Recreation, Parks and Wildlife developed interests in the sport domain. This was attributable to the structure of the Department which by 1977 consisted of specialized administrative sections such as Recreation Services to Special Groups, Outdoor Recreation, Community Recreation Services, the Field Services Branch and a Recreation Planning Branch. It is beyond the scope of this investigation to examine in detail all of the recreation services of each of these agencies; however, some of the more important sport-related programs are worthy of discussion.

(a) Recreation Services to Special Groups Section. When a special services supervisor was appointed to the Department of Youth staff in 1969, the Alberta Government began introducing a gradually increasing program of recreation services to a select clientele of Albertans. Some of these programs were directly linked to sport. For example, grants and technical assistance were made available to help in the operation of the Alberta Special Games for the Mentally Retarded as well as a few area games. The Special Groups unit also was in charge of the Olympiad for the Physically Disabled Development Plan which provided assistance in the cost of preparation of athletes and officials participating in the 1976 Olympiad for the Physically Disabled

(Blakely, 1977; Recreation Development Division, mimeograph, May, 1976).

Basically the Special Groups section acted as a facilitator and co-ordinator attempting to administer programs involving five areas--children, play spaces, senior citizens, corrections and physically and mentally disabled. In many cases the program revolved around various sports topics in areas of leadership training, research projects, special games and even an athlete assistance program. Similar to Sports and Fitness, grants were allocated to special group associations with interests in sport and recreation. Recent activity in this particular agency witnessed a more integrative focus with attempts to include special groups services within normal programs. For this reason the annual Provincial Aquatic Workshop and, on occasion, area games (e.g. 1976 Southern Alberta Summer Games) had a built-in special groups component (Blakely, 1977).

(b) Outdoor Recreation Section. Initially outdoor recreation was allied with athletics in the Athletics and Outdoor Education Division until 1967 when it was made into a separate unit. Frequently, programs associated with outdoor recreation had a sport theme as their basis; many of the outdoor recreation leadership courses and workshops often stressed sports skills (e.g. cross country skiing, canoeing) on their agenda. An Outdoor Education Leadership Centre completed in 1970 and known as the Blue Lake Centre had a primary objective of developing leaders, instructors and coaches in lifelong outdoor physical recreation activities. In 1971 the centre hosted the Canadian National Cross Country Ski Team for a training camp. Over the years, government grants were also made avilable to provincial groups linked to outdoor recreation. While not devoted completely to the provision of sports services in the same sense as the Sports and Fitness unit, the Outdoor Recreation Section of the Department was responsible for some noteworthy functions related to sport (Recreation Development Division, mimeograph, May 1976).

(c) Community Recreation Services Section. This agency of the Department concerned itself with municipal recreation organization and planning with respect to both programming and facilities. The duties of this section included sponsoring a wide variety of recreation leadership clinics, workshops, courses and conferences, some of which incorporated sport into their agenda. A second major community service was the administrative support this section gave towards the allocation of grants for facilities and municipal recreation operational expenditures. In 1968, a new schedule of financial assistance in support of municipality-directed public recreation was introduced. Under the revised scheme, municipalities received monies for their operational expenses, capital expenditures and for a special assistance category. For example, by 1976 it was reported that operational grants to communities were available on the basis of $1 per capita for the first 20,000 population of a municipality and twenty cents thereafter. Monetary aid for capital expenditures had actually received a stimulus in 1967 when a four million dollar program was launched. In 1973 there was another change in community-granting when Project Co-operation was announced. This particular program was designed to assist in the development of recreation and cultural facilities by encouraging co-operation between community groups, municipal governments and schools; in 1975-76, $2,966,544.86 was expended by the Alberta Government on this particular program. Then, in 1975 another important facility grant program began with the establishment of the Major Cultural/Recreational Facility Development Program. This most current program was structured so that $200,000,000 would eventually be spent over a ten-year period with a large percentage of the new capital development used for sports facilities. Alberta Public Accounts in 1975-76 reported a $12,178,390 expenditure during the inaugural year of this program (Recreation Development Division, mimeograph, May, 1976).

(d) Recreation Field Services Branch. This Branch of the Department served a very important liaison function with municipal authorities, organizations, groups and individuals in all related aspects of recreation. In this capacity it worked closely with Sports and Fitness as well as other departmental agencies on any sports program which required government input, especially at the local levels. Therefore, sports leadership training sessions, area games, provincial games and other provincial government sports services were associated to some extent with the Department's seventeen area field services offices (Hembroff, 1977).

(e) Recreation Planning Branch. Although Sports and Fitness carried out a limited amount of investigative work, the function of the Department's planning section, which had risen to Branch status by late 1976, was solely devoted to research and recommending directions which the Department should take. Naturally, sports programs were affected by this agency's work, which revolved around intradepartmental planning on various topics such as Shape-Up Alberta, a snowmobile study, municipal recreation systems and other areas concerning the Department (*Department of Culture, Youth and Recreation Annual Reports, 1971-1974*).

Miscellaneous Alberta Government Involvement in Sport

By 1977 the majority of government sports services came under the supervision of the Sports and Fitness unit and other agencies of the Department of Recreation, Parks and Wildlife. Nonetheless, there were instances of other bureaucracies of the provincial government developing sport-related programs.

Similar to B.C. and other Canadian provinces, the very nature of the 1967 Canadian Centennial Celebration elicited provincial government support for sport projects. The Centennial Branch of the Department of the Provincial Secretary was set up as a special bureau to administer the province's centennial festivities. Not only were a variety of sports competitions (e.g. Centennial Voyageur Canoe Pageant) given financial support but there was also monetary assistance for the construction of many sports and recreation facilities. While a breakdown of figures for such facilities was not available, it can be concluded that the estimated $12 million centennial expenditure in Alberta from all sources (federal, provincial and municipal) included a high proportion towards the construction of sports facilities and the staging of sports events (Department of the Provincial Secretary Annual Report, 1966:18-19).

The Department of Culture was responsible for the Alberta Achievement Awards which included in its scope the honoring of athletes and sports administrators. Initiated by the Recreation Branch of the Department of Youth in 1970, this program was later broadened to include other cultural areas; as a result it became part of the mandate of the Department of Culture, Youth and Recreation and remained with the Culture Department when it split from recreation in 1975 (Ganske 1977b).

On the topic of the 1978 Commonwealth Games, the international status of this sports festival required provincial government involvement in addition to that of the Department of Recreation, Parks and Wildlife. Because Alberta Government funding and assistance was so prominent, a Government Commonwealth Games Committee was formed, consisting of three Ministers--Al Adair of the Department of Recreation, Parks and Wildlife, Horst Schmid of the Department of Culture and Albert Hohol of the Department of Advanced Education and Manpower--whose function was to liaise with the Commonwealth Games Foundation on issues concerning the 1978 Games. The widespread government interest in the Games was exemplified by a $45,000 grant given by the Department of Education to the Commonwealth Games Foundation in order to develop, print and distribute books on the topic of the Games to be used in the provincial school system (Edmonton Journal, March 11, 1977).

Alberta Government involvement in sport took on a new dimension when the province became the recipient of lottery profits from the Western Canada Lottery and the Olympic Lottery, later changed to Loto Canada. Some of the proceeds from the national Olympic Lottery (five percent of the gross sales) were destined for provincial sport, recreation and fitness projects.[11] In the case of Alberta, they were placed in a special Olympic Lottery Fund controlled by the Minister of Culture, Youth and Recreation and later the Minister of Recreation, Parks and Wildlife. These funds were channelled through the Sports and Fitness Section and were used on various projects such as in 1974 when twenty-seven sports groups received a total of $183,540.52 and in 1975-76 when twenty-seven projects received support from the fund to a total of $188,642.95. Prior to the establishment of the Alberta Olympic and Commonwealth Development Plan in 1976, some funding was given to athletes to prepare them for the 1976 Olympics in addition to monies being spent on other sports projects according to the discretion of the minister-in-charge. When the national lottery was changed to Loto Canada in the fall of 1976, the conditions were altered so that twelve and one-half percent of the lottery's profits were sent to the provinces according to sales. Unlike the Olympic Lottery, there were no strings attached to these funds, and there was no guarantee sport would benefit financially. Recent developments in Alberta resulted in Loto Canada profits coming under the supervision of the Budget Bureau of the Provincial Cabinet. The Minister of Recreation, Parks and Wildlife then had to obtain approval from this higher source prior to allocating these funds which continued to go to the broad area of amateur sport, fitness and recreation (Wright, 1977; Ganske, 1977b).

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[11] Alberta received $1,103,132 from the Olympic Lottery between April 15, 1974, and August 29, 1976. Under Loto Canada Alberta was the recipient of $275,000 between June 7, 1976 and October 1977 (Loto Canada Media Kit, 1977).

A different type of arrangement was in effect for the Western Canada Lottery which became operational in 1974 after the passage of the Interprovincial Lottery Act. Actually this lottery scheme was a brainchild of the four ministers responsible for recreation in Western Canada and it was through their planning that the Western Canada Lottery Foundation became a reality. Once this Foundation was incorporated, the four western provincial governments did not actually administer the lottery. In this regard, each province differed, with Alberta placing the Calgary and Edmonton Exhibition Boards--groups with previous lottery experience--in charge of running the lottery in Alberta through the Western Canada Lottery Foundation (Alberta Division). The Alberta Government, meanwhile, helped draw up the distribution of profits in which the two exhibition boards received twenty-five percent each, and the remaining fifty percent went towards the Commonwealth Games Foundation. The latter body was guaranteed a revenue of $2,000,000 ($1 million each year in 1977 and 1978) and upon reaching this total some type of renegotiation of the agreement would be required. Under a special agreement at the outset of the lottery, five percent of the gross proceeds of the Western Canada Lottery were placed in a special Minister's Fund, with monies used for projects of mutual interest to the western provinces (Wright, 1977).

Over the years, various agencies and departments of the Alberta Government provided certain types of services directly or peripherally related to sport. In an investigation completed in 1974, Burton and Kyllo (Volume One, 1974:78) identified some forty-two agencies in the Alberta Government which were involved in sport and physical recreation activities. Obviously, the task would be too onerous to describe all of these government services in detail but one of the more prominent programs can be identified.

The Department of Education, for many years, played an important function in terms of sports programs offered to students through the school curriculum of physical education as well as through extracurricular athletic programs. Moreover, the Advanced Education section of the department concerned itself with providing greater numbers of sport and recreational courses to a public desiring such activities. The Department of Education also increased its active support of the community school concept through the passage of appropriate legislation (i.e. amendments to the Public Schools Act) and conducted experimental programs on this subject. In this respect a department which once housed the government's sport agency maintained certain interests in this field (Thompson, 1976; Burton and Kyllo, Volume Three, 1974:43-46).

One means of co-ordinating the Alberta Government's multi-agency interest in sport was the Alberta Government Recreation Committee. Formed in January, 1968, the purpose of this government committee was to co-ordinate all provincial government activities in the area of recreation and to discuss broad policy aspects in this area. The committee met regularly and used a few technical task forces for special research planning or research projects. The committee itself was composed of eleven to twelve department representatives with the primary committee kept at a fairly high level (i.e. Assistant Deputy Ministers or Directors) and was chaired by the Minister or Assistant Deputy Minister of Recreation, Parks and Wildlife. The Executive Secretary of the Committee was Dennis O'Donnell who served in a dual capacity as he was also Director of the Percy Page Centre. While not a body which dictated policy, the Committee examined government recreation policies and made recommendations for change to individual departments and even to Cabinet. As a result, a formal structure was at work in Alberta to ensure departmental co-operation and the integration of programs linked to recreation, thereby eliminating a certain amount of duplication (Smith, 1977; Department of Youth Annual Report, 1968:26).

Extraprovincial Government Developments in Sport

Alberta Government involvement in sport was affected to a large extent by events outside of the governmental sphere. The latter half of the 1960's and the 1970's proved to be very dynamic years in terms of sport development in Canada, Alberta notwithstanding. Part of the reason for this could be attributed to the undertakings of the federal government, most importantly, the Fitness and Amateur Sport Branch of the Department of National Health and Welfare. First the federal-provincial cost-sharing agreements and later such federally-initiated programs as the Canada Games, the National Sport and Recreation Facility Study, Game Plan and numerous other projects directly influenced developments in the programming area of the Alberta Government sport agency. With a continually growing federal involvement in sport there were both direct and subtle pressures on Alberta to keep pace with the senior level of government. The relations between Ottawa and the Alberta Government did not improve substantially with disagreements arising over a number of key sports programs and issues as the age-old problem of distinguishing federal and provincial prerogatives in sport continued.

What other provinces were doing also had a bearing on the directions taken in Alberta. When provincial games, provincial sport and recreation centres and athlete assistance programs emerged in other provinces, Alberta was not far behind in implementing its own services in these areas and in some instances it proved to be a leader as other provinces and even the federal level imitated certain Alberta Government services. With the Interprovincial Council for Sport and Recreation providing a forum for provincial government sports administrators to discuss and examine each other's programs, provinces occasionally duplicated some of the practices of other provincial programs.

In the private sector, new sport organizations emerged and older sport bodies became more adept at running expanded programs for greater numbers of participants. The Amateur Athletic Union of Canada including its Alberta chapter, which the Alberta Government had cooperated with quite extensively for many years, disappeared entirely from the sports scene. The outcome was that there was not a particularly strong lobby demanding revised and greater provincial government sports services for Alberta sport associations. This was also partially due to the existence of a much younger and weaker Alberta sports federation which did not develop to the same extent as its western provincial counterparts. Part of the reason for this was that the sole preoccupation of Sport Alberta's Managing Director, Ron Butlin, became the organizing of the Alberta Games. Eventually Butlin and the Federation's Board of Directors developed irreconcilable differences over this very topic. As a result, Sports and Fitness as well as higher levels in the department and even the Cabinet became involved in the issue. Then in April of 1977 the Alberta Government took the inititiative to resolve this conflict by forming a special Alberta Games Foundation outside the sphere of Sport Alberta, thereby withdrawing the mandate for the games which it had given to Sport Alberta. The new Foundation with Ron Butlin as its Managing Director was made responsible for the operation of the Alberta Games while Sport Alberta was left to perform the functions the Government felt were befitting of a provincial sports federation (Edmonton Journal, Feb. 10, 1977; St. John's Edmonton Report, Feb. 21, 1977:17-19). Because Sport Alberta had such internal dissention, it never became the voice for sport in Alberta as was intended. In making provincial comparisons, a former President of the Manitoba Sports Federation, Guy Simonis (1976) noted that "Sport Alberta is the weakest sister in the league." The result was that Alberta

Government planning for sport development did not always have the benefit of a consensus opinion solicited from provincial sport associations by an effectively functioning provincial sports federation.[12]

Although many provincial sport governing bodies grew in stature over the years, their liaison with government concerning sport matters was, by and large, carried out on an individual basis. Stan Fisher (1977) the Executive Director of the Recreation Programs Branch emphasized that the most vocal and best organized associations tended to get greater services from the government because as the old adage goes the "squeaky wheel gets the oil." In some respects the Alberta Government suffered under this situation because with a lack of unity in the provincial sports picture, public sector planning was made all the more difficult. In the same vein, provincial sport governing bodies suffered because they were not able to elicit provincial government funding for such programs as provincial coaches and administrative assistance hiring grants as were available in other provinces.

In recent years, municipal recreation underwent a period of maturation and program expansion. A trend to regionalize services was one factor contributing to a more efficient system at the local level. As municipal recreation departments increased their programs and became more proficient, the provincial government's role in helping communities had to change. The result was not only that greater provincial government funding was required but also fewer strings were attached to ensure less provincial control over municipal recreation affairs.

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[12] For the most detailed account of the Sport Alberta situation, refer to E. Nicholls, "Members' Perceptions of Sport Alberta," Unpublished paper, University of Alberta, 1977. On August, 1, 1977, Ron Butlin was hired by the B.C. Government to run their provincial games, although it was not until November 1, 1977, that the Alberta Government terminated his contract.

The 1970's, too, introduced other factors which affected Alberta's provincial government sports program. The opportunity to host the 1975 Canada Winter Games in Lethbridge and the 1978 Commonwealth Games in Edmonton were two important events which stimulated positive developments with regard to sport development in Alberta. Furthermore, changing social values necessitated that the Alberta Government try to maintain publicly popular programs. It was no coincidence then that fitness became an increasingly important component of the overall program in the government's primary sport agency; rather, it was a direct reaction to a more fitness-conscious society demanding government services in this field.

SUMMARY AND CONCLUSIONS

Alberta Government interest in sport commenced, for all intents and purposes, in 1938, with the formation of the Health and Recreation Branch. The Alberta program was stimulated and influenced to a large degree by the B.C. Pro-Rec Movement and, by the activities of the federal government through the

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Max Gibb, formerly a regional consultant with Alberta Recreation, Parks and Wildlife, was hired to replace Butlin in the fall of 1977.

Dominion-Provincial Youth Training Program and the 1943 N.P.F.A. Throughout the 1940's and 1950's, the Health and Recreation Branch's small staff provided limited sports services with those offered primarily linked to community recreation and leadership-oriented areas. The transfer in 1955 of the Health and Recreation Branch to the Department of Economic Affairs, where it was renamed the Community Recreation Bureau, was of limited structural benefit to the agency which continued to operate as in the past. However, the move was significant in that recreation was affiliated with culture, a union which lasted well into the next decade.

In 1961, with the formation of the Athletics and Outdoor Education Division as part of the Recreational and Cultural Development Branch, there evolved the first specifically-designated administrative unit and staff responsible solely for sport. Unlike the other western provinces, the 1961 F. and A.S. Act did not have a dramatic impact in Alberta. This was due to an already well-established program of assistance as well as a hesitancy by the Alberta Government to participate fully in this conditional grants scheme. The result, as Emmett Smith (1977) pointed out, was that "When sports and fitness money was pulled out it didn't affect Alberta like some of the other provinces." One highlight of Alberta's program at this time was the 1968 Recreation Development Act, the most comprehensive legislation affecting sport ever drafted in the west. In addition, Alberta's assistance for travel and leadership grants were ahead of similar developments in other provinces.

The establishment of the Recreation Branch in the Department of Youth in 1966 was a structural highlight, as for the first time, provincial government sports programs became a prominent feature within a department. After this development, the status of the agency responsible for sports remained fairly high within the departmental hierarchy. Despite a growth in staff size, annual budget and the amount of programs offered, frequent structural revisions during the last ten years made if difficult to effectively administer sports services due to the confusion caused by excessive bureaucratic re-alignment.

The growth of Alberta Government involvement in sport over the years took place within a broad recreation philosophy which viewed sport as one aspect contributing to the cultural development of Alberta's citizens and was therefore considered worthy of public sector support. As part of this philosophy, leadership training was a service to sport and recreation which was developed as the objective of paramount importance. In this fashion Alberta proved to be a leader among the western provinces and the nation as a whole. Provincial authorities such as Joe Ross, Elsie McFarland and Emmett Smith constantly promoted this "total" recreation orientation which was also reflected in the structural composition of the department responsible for sports programs.

The Alberta Government assumed a more active role in sport in 1973 with the emergence of specialized types of units (i.e. Sports and Fitness, Community Recreation, Outdoor Recreation, Recreation for Special Groups and Field Services) to administer various sports programs. Of these, the Sports and Fitness unit took on the most direct and obvious sports services. Yet, there actually developed a "two-pronged" approach to government sports services: a concern for provincial associations and programs of an elite competitive sport variety; and secondly, the long-standing traditional government support to communities with their recreational sport emphasis. Although leadership services and grants to associations grew in scope, the major program funding priority of the Seventies was placed on facilities and on games (i.e. provincial, regional, Commonwealth).

While government sports services increased during the contemporary era, a concern expressed in many circles was that this assistance was not in the desired areas. With respect to elite competitive sport, Alberta Government assistance began to appreciably lag behind that of other provinces. A close examination reveals that in certain areas (e.g. provincial training centres, sports administrative hiring grants, etc.) the criticism was valid. Provincial government funding was partially held back because of a departmental mandate to serve the broad recreational field without overemphazing specific areas such as elite competitive sport. A reluctance on the part of the public sector to augment services during a period of government restraint was another factor which prevented reforms to the primary agency's sports programs. Moreover, the lack of a strong Sport Alberta which could lobby the government for revised assistance programs, did not help the cause of sport development in the province. And it was the Alberta Government which was partly to blame for not providing the necessary leadership and help to gradually allow Sport Alberta to become an effective provincial sports federation.

It was significant that the Alberta Government gained a reputation as a leader in the sport and recreation domain during the decades of the Forties, Fifites and Sixties. This led other provinces to model themselves after Alberta and to put into practice many of the program facets operating in this province. In very recent years this leadership role has continued in the total recreation field as Alberta developed one of the most sophisticated departmental structures to administer a broad spectrum of liberally-funded recreation programs in such areas as disabled recreation, facilities, community recreation support and outdoor recreation. Nevertheless, this leadership role has been far less evident in the area of direct sports services, particularly those related to provincial sport associations. In fact, the current setting finds Alberta noticeably lacking in several areas, thereby placing its sports programs in the position of having to "catch-up" to other more progressive provinces if the government is to effectively serve sport in the province.

CHAPTER IV

A HISTORY OF PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN SASKATCHEWAN

Saskatchewan had a unique development as a province although in some respects it shared important historical events as well as other similarities with its sister province, Alberta. Smith (1975:373) reported that "Of all the western provinces, Saskatchewan had more in common with Alberta in terms of its economic base, composition of population and political heritage than with any other." Like Alberta, Saskatchewan also was originally an area of Rupert's Land which was incorporated as part of the Northwest Territories and transferred to the Dominion of Canada by the Hudson's Bay Co. in 1870. Following a period of territorial government which included the historically significant Riel Rebellion of 1885, Saskatchewan gradually worked its way toward provincehood. This milestone was attained finally on September 5, 1905, when Saskatchewan and Alberta were created as two provinces within Confederation (50 Years, A Salute to a Great Province, 1955; McCourt, 1968; 1-88).

The two new provinces shared a number of common features--particularly a primarily agricultural-based economy. Besides a heavy dependence on wheat and other grain products, Saskatchewan was rich in certain natural resources (i.e., uranium, potash, coal and oil) which were gradually developed over the years in attempts to diversify the economy.

Some interesting events in Saskatchewan's political history are worth noting. An important point emphasized by Eager was that "In the provincial field agriculture has been aware of its mastery of the political situation" (Ward and Spafford, 1968:2). Under such circumstances Saskatchewan's political history was one of basically two-party politics--the Liberals and the Cooperative Commonwealth Federation (C.C.F.) which eventually became the New Democratic Party (N.D.P.).

Saskatchewan went through an interesting up and down growth in its history, experiencing both the good times and the very bad. As one author noted:

> As the greatest wheat producer and exporter in Canada, its fortunes have gone up to dizzy heights and dropped to equally dizzy depths, with changes in world business conditions . . . when times have been good in Saskatchewan they've been very, very good, and when they've been bad, they've been horrid (50 Years, A Salute to a Great Province, 1955).

Provincial development was seriously retarded by the Depression of the 1930's which probably hit Saskatchewan harder than any other area of Canada. With World War Two serving as a stimulus, a period of recovery began and by the 1960's Saskatchewan developed to the point of receiving official sanction from the federal government as one of Canada's "have" provinces (Smith, 1975:302-303).

With this information serving as a background, a history of provincial government involvement in sport in Saskatchewan is presented. For organizational purposes the time periods to be examined were broken down into four sections: 1905-1944; 1944-1963; 1963-1972; and 1972-1977. To maintain consistency, each section was then organized in the same manner as previous chapters on British Columbia and Alberta.

PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN THE EARLY PROVINCE: 1905-1944

At the time Saskatchewan was admitted as a province into Confederation, the administration of sport was a preserve of the private sector. Although the attainment of provincial status helped to stimulate provincial leagues, provincial championships and a general growth of sport, the provincial government's role in this domain was almost non-existent and remained so for a number of years.

One of the few remote connections which the Saskatchewan Government maintained with sport was a series of grants to sport-related organizations (See Table 30). In 1908, a $500 grant was given to the Saskatchewan Provincial Rifle Association. Thereafter, public sector funding was provided to this organization on a near annual basis except during the depression years of the 1930's and at a few other times. Of special interest was a $600 grant made in 1928-29 to "The Dominion

TABLE 30

SASKATCHEWAN GOVERNMENT GRANTS TO SPORT GROUPS: 1905 - 1944

Year	Organization	Grant
1908	1. Saskatchewan Provincial Rifle Association (S.P.R.A.)	$500
1910	1. S.P.R.A.	230
1911	1. S.P.R.A.	550
1912	1. S.P.R.A.	250
1913	1. S.P.R.A.	500
1914	1. S.P.R.A.	500
1915	1. S.P.R.A.	500
1916	1. S.P.R.A.	1000
1922	1. S.P.R.A.	1000
1923	1. S.P.R.A.	750
1924	1. S.P.R.A.	500
1925	1. S.P.R.A.	500
1926	1. S.P.R.A.	500
1927	1. S.P.R.A.	500
1928	1. S.P.R.A.	500
1929	1. S.P.R.A.	500
	2. Dominion Olympic Committee	600
1930	1. S.P.R.A.	500
1931	1. S.P.R.A.	500

Source: Saskatchewan Public Accounts, 1905-1944.

Olympic Committee to enable Saskatchewan athletes to represent the Province of Saskatchewan at the Olympic Games" (Saskatchewan Public Accounts, 1926:72). Canada's Sporting Heroes (1977:153) pointed out that these funds were used to send Saskatchewan native, James Trifunov, to the 1928 Olympic Games, after the Olympic Committee did not invite this national bantamweight wrestling champion to be a member of the team. A bronze medal to Trifunov made the Saskatchewan Government's aid a good investment.

The Dominion-Provincial Youth Training Program which was a scheme initiated by the federal government in 1937, first under the Unemployment and Agricultural Assistance Act and later in 1939 under the Youth Training Act, stimulated some minor provincial government activity in the sporting field. On March 31, 1937, Saskatchewan entered into agreements with the federal government under the Dominion Provincial Youth Training Program. Initially it was through Schedule E (Courses for Young Men and Young Women in Physical Training, Health and Recreation) of this joint agreement that the provincial government developed a limited involvement in providing a few sport-related services. These services consisted of administering the operation of youth training programs by organizing an instructors' course during the summer months for men and women leaders chosen from centres throughout the province. The leaders then became responsible for conducting classes in the centres during the fall and winter months and for providing instruction in such activities as rhythmic gymnastics, group games, box vaulting, dancing, club swinging, tumbling and a great variety of active and passive exercises designed to develop strength, flexibility and muscular co-ordination (Department of Education Annual Report, 1939:52).

While the Saskatchewan Department of Education was responsible for the administrative details of the physical training component of this program, no specific government agency was formed to supervise the services related to this field. This was in contrast to B.C.'s Recreation and Physical Educational Branch and Alberta's Health and Recreation Branch. Therefore, Saskatchewan's program did not develop to the extent of its two counterparts to the west. In a province beset by a host of economic ills brought on by the depression, the political climate was probably not conducive to the establishment of a new provincial agency to administer such a frill area as recreation and physical training.

Provincial government involvement in sport between 1905 and 1944 must be considered of very minor importance to sport development in Saskatchewan. The administration of sport in the province was, without a doubt, the responsibility of avid volunteers devoted to the promotion of their respective activities. After some thirty-nine years, this situation finally began to change in the midst of World War Two.

THE FITNESS AND RECREATION DIVISION: 1944-1963

Background

World War Two helped to shake Saskatchewan out of the slump created by the "Great Depression". Not only did armed forces' bases located in Saskatchewan give a boost to the provincial economy, but the war stimulated the need for products which the province could supply, sent prices upward and provided employment for everyone. The post-war years brought continued prosperity due partially to the development of raw materials such as oil and uranium as well as record wheat and grain crops (50 Years A Salute to a Great Province, 1955).

During this period Saskatchewan's population did not increase to a large degree. Between 1951 and 1961 the number of provincial residents only climbed from 831,728 to 925,181. However, a shift in the population from rural to urban settings did occur. Whereas in 1951, forty-eight percent of the population was rural and thirty percent urban, by 1961 it was almost reversed to thirty-three percent rural and forty-three percent urban (Ward and Spafford, 1968:20-42).

On the political front, T.C. Douglas became the head of the C.C.F. Party of Saskatchewan in 1941. The new leader led his party to a decisive victory in the 1944 election when the C.C.F. captured forty-seven of the fifty-two seats while campaigning as a social reform group (Ward and Spafford, 1968:

13-14). Under twenty years of C.C.F. rule, some interesting but not extremely radical changes took place:

> Enthusiasm and a reforming spirit were evident, administrative innovations occurred, there was early socialistic experimenting, changes were made and new policies and services were introduced, but these occurred within the framework of the existing economic and social order. Neither the claim of its supporters, nor the charges of its opponents, that the old social order was being replaced by a new era, were fulfilled (Ward and Spafford, 1968:15).

Provincial government activity in the sporting field finally became a reality during the war years following the federal government's passage of the National Physical Fitness Act (N.P.F.A.), a move which prompted the Saskatchewan Government to act:

> Stimulated by the offer of assistance from the Dominion government through the National Council on Physical Fitness, the Province of Saskatchewan in March, 1944 passed a Physical Fitness Act of its own and proceeded to inaugurate a broad programme of recreation (Canadian Youth Commission, 1946:84).

Shortly thereafter the Saskatchewan Government entered into a ten-year agreement with the federal government in order to gain federal funds for its program (Sawula, 1977:107). A new structure was also created in the Saskatchewan Department of Public Health to administer the scheme. The Division of Physical Fitness, commonly referred to as the Saskatchewan Recreation Movement (S.R.M.) was officially established in October of 1944 as an era of Saskatchewan Government involvement in sport commenced.

Structure of the Fitness and Recreation Division

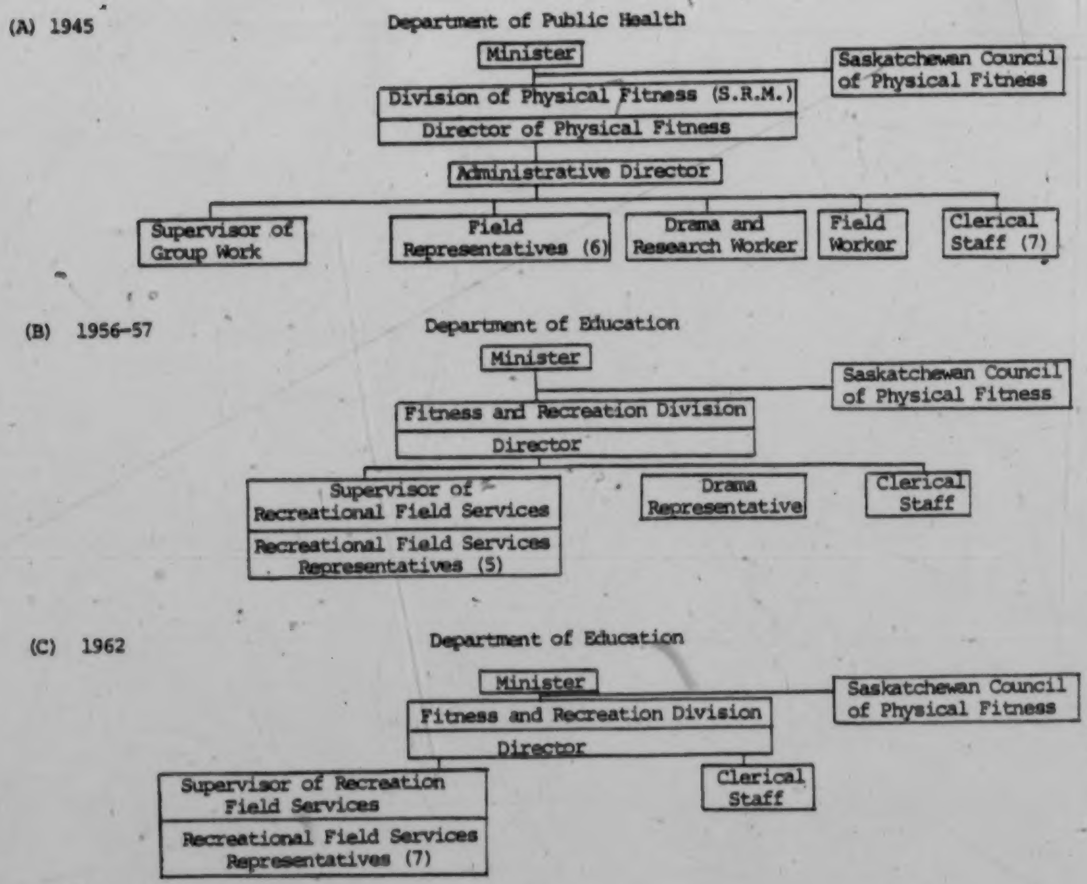
A provincial statute assented to on April 1, 1944, was An Act for the Purpose of Promoting Physical Fitness which designated the Department of Public Health responsible for implementing a physical fitness/recreation program for the people of Saskatchewan. The outcome of this legislation was the formation of the Division of Physical Fitness consisting of a small corps of staff (Statutes of Saskatchewan, 1944:187).

The Division underwent a few noteworthy changes in the ensuing years. While formally termed the Division of Physical Fitness, its publicly known title was the Saskatchewan Recreation Movement (S.R.M.). In 1946, the official title was revised slightly to the Division of Physical Fitness and Recreation and by the 1950's it became simply the Fitness and Recreation Division. An important change which occurred on March 31, 1948, was the shifting of the agency to the Department of Education. The reason, as the Director of the Division emphasized, was because most of the agency's work dealt with the school age population and therefore the move to Education hoped to benefit from the organization available through the educational system (Stinson, 1976). It was some time after this shift to the Education Department that the term S.R.M. became less widely-used and finally disappeared entirely (Department of Education Annual Reports, 1948-1962).

On a staff basis, during the formative stages of the new agency in the fall of 1944, a number of individuals were hired to run the program. These included Dr. J. B. Kirkpatrick as Director, Mr. G.C. Darby as Administrative Director, Mr. E. Parker as Promotional Director, a research writer, one field staff, and secretarial help. In the fall of 1946, E. W. "Wally" Stinson who replaced the departed Darby, came under the new title of Administrative Assistant to the Director. Furthermore, in 1946, Ed Parker, the Promotional Director who had envisioned and planned a very extensive and elaborate program based on badges and a high profile approach, left the Division for the Adult Education section of the Department of Education due to conflicts with Fitness and Recreation staff over the operation of the Saskatchewan Recreation Movement. Several other staff changes were made over the years including the appointment of: a Supervisor of Field Services - Jack Wilkie (1945-59); a drama consultant - Mary Ellen Burgess (1945-62); a Supervisor of Group Work - Margaret Nicholson (1945-47); a Social Recreation Representative - Marion Bird (1945-48) and Frances Harvey (1949-53), the latter individual also doubled as editor of Saskatchewan Recreation; and field staff who at any one time numbered from five to seven. Overall, there were relatively few modifications in the structural make-up of the Division as shown in Figure 15 which reveals an agency that maintained a basic staff of approximately eight to eleven professional staff. This

FIGURE 15

ORGANIZATIONAL STRUCTURE OF THE FITNESS AND RECREATION DIVISION


(A) 1945
Department of Public Health
Minister
Saskatchewan Council of Physical Fitness
Division of Physical Fitness (S.R.M.)
Director of Physical Fitness
Administrative Director
Supervisor of Group Work
Field Representatives (6)
Drama and Research Worker
Field Worker
Clerical Staff (7)
(B) 1956-57
Department of Education
Minister
Saskatchewan Council of Physical Fitness
Fitness and Recreation Division
Director
Supervisor of Recreational Field Services
Recreational Field Services Representatives (5)
Drama Representative
Clerical Staff
(C) 1962
Department of Education
Minister
Saskatchewan Council of Physical Fitness
Fitness and Recreation Division
Director
Supervisor of Recreation Field Services
Recreational Field Services Representatives (7)
Clerical Staff

Source: Department of Public Health Annual Report, 1945; Department of Education Annual Reports, 1956-61.

Figure provides an organizational chart of the Division at three points in time—in 1945, in 1956-57 and in 1961-62 just prior to a major structural change in the agency (Stinson, 1976; Department of Education Annual Reports, 1948-1962; Saskatchewan Recreation, bulletins, 1945-1956).

At the leadership level, Dr. Kirkpatrick served as Director of the Division from 1944 until 1948, at which time he left for a teaching position in McGill University and was replaced by his assistant, "Wally" Stinson. The new Director remained at his position until 1959, his replacement being the Supervisor of Field Services, Jack Wilkie, who administered the Division until it underwent structural alterations in 1963 (Stinson, 1976).

As outlined in the provincial act of 1944, another structural aspect of the program was the formation of a Saskatchewan Council of Physical Fitness, consisting of between ten and twenty members. A provisional provincial Council, set up at the outset of the program in 1944, was disbanded in 1946, and a new one was established subsequently. The role of the Council was basically an advisory one and "Recommendations made by the Council were carried out and incorporated into the programme of the Division." (Department of Education Annual Report, 1953-54:44). One important duty of the Council was to review briefs from organizations requesting varying degrees of government assistance. As a one-time Director of the Division pointed out about the

Council: ". . . they were a good buffer between agencies and the government . . . they screened, reviewed and recommended." (Stinson, 1976).

The annual budgets of the primary Saskatchewan Government sport agency are presented in Table 31 . From these figures it is evident that yearly appropriations to this departmental unit had small increments each year. An agency which expended $34,089.29 in 1945 grew to a budget of $146,218.29 in 1961. It was also significant that in 1955 when the federal government terminated its financial support under the N.P.F.A., the Saskatchewan Government did not reduce its funding to the Division although some cut-backs in services, (i.e. dropping community recreation grants) had to be made because of the withdrawal of the senior government.

Sport-Related Programs

Originally an elaborate promotional program was envisioned for the Fitness and Recreation Division. Details for the plan included various ideas drawn up by Mr. Parker, the Promotional Director, and involved the formation of recreation groups throughout the province, particularly among the school population, the formation of community and industrial recreation associations, the use of membership cards and crests, and the publication of a regular, promotional newsletter/magazine. It was estimated that such a scheme would

TABLE 31

ANNUAL BUDGETS OF THE FITNESS AND RECREATION DIVISION: 1944-1962

Year	Salaries	Other Administrative Expenses	Total	Federal Government Contribution
1944-45	$ 8,606.57	$25,482.72	$34,089.29	n.a.
1945-46	26,036.99	28,721.89	54,758.88	17,044.65 (31%)
1946-47	27,588.03	26,818.54	54,406.57	17,545.75 (32%)
1947-48	31,121.65	25,785.31	56,901.96	17,545.75 (31%)
1948-49	26,324.20	22,195.84	48,520.04	17,520.75 (36%)
1949-50	22,742.05	23,890.53	46,732.58	17,520.75 (37%)
1950-51	25,252.35	22,352.36	47,604.71	17,520.75 (37%)
1951-52	30,301.25	25,527.25	55,828.50	17,520.75 (31%)
1952-53	34,661.45	27,761.81	62,423.26	13,733.50 (22%)
1953-54	39,307.77	32,877.67	72,185.44	13,773.50 (19%)
1954-55	43,206.44	39,355.01	82,561.45	17,216.87 (21%)
1955-56	44,342.11	27,215.26	71,557.37	-
1956-57	46,404.44	40,047.29	86,451.73	-
1957-58	47,643.93	41,523.76	89,177.69	-
1958-59	53,504.18	47,519.42	101,023.60	-
1959-60	57,035.17	66,101.13	123,144.30	-
1960-61	69,961.02	80,117.16	146,218.29	-
1961-62	69,269.80	51,816.87	121,086.67	-
1962-63	68,541.96	95,334.65	153,876.61	34,681.00 (23%)

*Percentage of federal government contributions to total program is in brackets ( )

Source: Saskatchewan Public Accounts, 1944-1962. Federal government contributions as reported in Sawula (1977) were basically the same as those reported in Saskatchewan Public Accounts.

involve nearly all of Saskatchewan's 900,000 citizens and require a minimum budget of $1 million per year (Saskatchewan Recreation, Spring, 1945). The provisional council (Saskatchewan Council of Physical Fitness) reviewed the proposed plan and eventually recommended a program modified to some extent (Department of Education Annual Report, 1944:61). During the early developmental period, some internal conflicts arose within the Division which led to the departure of Mr. Parker; subsequently, a revamped scheme was put forth with less emphasis on a highly-centralized, promotional plan (Stinson, 1976; Kirkpatrick, 1976).

The result of these planning efforts was that the Fitness and Recreation Divison strove to act as a catalyst in a decentralized structure by stimulating and augmenting work being done by existing organizations and by encouraging the establishment of new groups where the need existed. Within such a framework the emphasis was placed on providing schools with services and on making available community-based programs, leadership services and a few specialized services (Department of Education Annual Report, 1944:62). The main features of the program which developed, especially the sport-related services, are outlined in greater detail.

1. Assistance to School Sport and the Saskatchewan High Schools Athletic Association (S.H.S.A.A.). One area in which the Division was very active concerned the sponsorship

accorded to the S.H.S.A.A. The Division's field representatives helped in the organization and operation of several district high school athletic associations. These local bodies as well as the parent provincial organization were regular recipients of provincial government grants usually in the neighbourhood of $100 to $200 to district groups and $1,000 plus to the provincial body. Moreover, the Division acted in a secretarial capacity for the S.H.S.A.A. with Division personnel often serving as executive officers in this association. As a result of this interest, the Division began to sponsor activities in track and field, tennis and curling at the high school level, and Division personnel, including upper management in the Education Department, became very active in the staging of the provincial high school track and field meet (Department of Education Annual Reports, 1948-1962; Stinson, 1976). The fact that the Fitness and Recreation Division was located in the Department of Education facilitated the development of sports services in the educational sector. It was for such a reason that Division personnel became involved in instructing at teacher institutes in an attempt to improve the coaching and physical education instruction in Saskatchewan schools.

2. Assistance to Provincial Sport Organizations. In conjunction with sport groups, the Division also sought to upgrade sports leadership personnel throughout the province

by sponsoring a variety of coaching and refereeing clinics and courses. Besides technical aid in organizing such courses, the Division allocated annual grants to provincial sport bodies usually for the express purpose of carrying out some type of leadership course. Financial aid was available to sport organizations for other types of special projects but in all cases the Saskatchewan Council of Physical Fitness reviewed these requests before recommending which groups should receive provincial funding. Usually such assistance amounted to a few hundred dollars to any one body and rarely exceeded $2,000 (Department of Education Annual Reports, 1948-1962; Saskatchewan Public Accounts, 1944-1962).

Another significant service of the Division was the assistance it gave to the Saskatchewan Branch of the A.A.U. of Canada, the umbrella organization for many amateur sports in the province and Canada as a whole. The Division carried out the secretarial work for this body and because of this affiliation the government agency took an active role in helping to conduct dominion championships, western Canadian championships and national trials associated with the Olympic and Commonwealth Games. Occasionally, provincial funds were made available to Saskatchewan athletes to enable them to attend Canadian Olympic and Commonwealth Games Trials whenever they were held outside of Saskatchewan. To carry out such activities the A.A.U. of Canada (Saskatchewan Branch) frequently received annual grants from the Division, usually ranging from

$500 to $1,000 per year (Department of Education Annual Reports, 1948-1962).

It is interesting to note that although the Fitness and Recreation Division supported provincial sport groups, this assistance was actually limited to only a few organizations, such as the A.A.U. of Canada, the S.H.S.A.A., the Saskatchewan Amateur Hockey Association, the Saskatchewan Curling Association and a small number of other groups. The reason such a situation developed was that funding in this area was not extensive and had to be allocated very selectively. Furthermore, as a one-time Director of the Division emphasized: "We wanted to help those who wanted to help themselves especially in the training of leaders. In order to apply for grants, a group had to have some measure of self-support . . ." (Stinson, 1976). Consequently, those which benefited the most were the "have" sports, those bodies with already existing sound organizational structures and established programs.

In the period between 1944 and 1962 the Fitness and Recreation Division's sponsorship of sport, while not extensive, still helped to further sport development in Saskatchewan. Table 32 outlines the relatively modest annual total of sports-type grants allocated by the government sport agency. Such funding was significant in that it enabled sport bodies to use money for programs which would not otherwise have been funded and therefore these grants directly

TABLE 32

ANNUAL GRANTS PROVIDED BY THE FITNESS AND RECREATION DIVISION: 1944-1963

Year	Annual Grant Total	Year	Annual Grant Total
1944-45	-	1953-54	$ 8,597.00
1945-46	-	1954-55	9,660.20
1946-47	$ 218.61	1955-56	2,700.00
1947-48	4,092.25	1956-57	11,260.80
1948-49	1,650.00	1957-58	11,460.00
1949-50	2,810.00	1958-59	12,950.00
1950-51	2,630.00	1959-60	33,114.00 (12,438)
1951-52	5,640.00	1960-61	29,844.50 (16,898)
1952-53	3,500.00	1961-62	25,343.00 (18,295)
		1962-63	38,244.00

Source: Saskatchewan Public Accounts, 1944-1963. The above totals represent all forms of grants made available by the Fitness and Recreation Division. While the majority of money went to provincial sport bodies, starting in 1959-60 a large percentage of the annual total went to municipal recreation councils. The figures in brackets above denote the grant totals to communities.

assisted the growth of a particular sport.

3. Other Sports Services. The Fitness and Recreation Division was involved with sport in Saskatchewan in a number of other ways. For instance, the agency sponsored province-wide promotional tennis and speed skating tours in 1946 and 1947 respectively. Consultative advice was regularly provided to provincial sport bodies, community organizations and others requiring assistance. Some sports equipment and supplies were even made available to communities, particularly those in more rural areas of the province (Stinson, 1976). The Division also maintained an important liaison with national organizations such as the A.A.U. of Canada, the Canadian Association for Health, Physical Education and Recreation and federal government sport agencies (i.e. the Division of Physical Fitness between 1943 and 1954 and after 1961, the Fitness and Amateur Sport Directorate/Branch) (Department of Education Annual Reports, 1948-1963).

Another Division service was the regular publication of a magazine/newsletter entitled Saskatchewan Recreation which was first published in the spring of 1945. Numerous articles in this publication dealt with a variety of sports topics which helped sports enthusiasts to keep abreast of new developments. The popularity of the magazine, which was published two to four times per year, was exhibited by its growth to a single issue circulation of 14,500 by 1959. Unfortunately, it ceased publication altogether in 1960. In addition, the Division disseminated other information on sport through a book and film library, with much of this material coming from the Division of Physical Fitness in Ottawa (Department of Education Annual Reports, 1948-1963).

4. Miscellaneous Services. Over the years the Division sponsored a number of programs, some of which had a relationship to sport while others dealt with other aspects of recreation. One of the most important types of programs in this miscellaneous category revolved around leadership services. Starting in 1945, the Division became very active in a recreation leadership school at the University of Saskatchewan Summer School. Other leadership services included: sponsoring conferences, notably the Annual Provincial Recreation Conference; providing scholarships to teachers and instructors involved in skill areas; the provision of instructional personnel for the Normal Schools and the University of Saskatchewan; and conducting workshops, institutes and courses (Department of Education Annual Reports, 1948-1962; Saskatchewan Recreation, bulletin, Winter 1952).

Another important function of the Division was the assistance it provided to municipal recreation commissions. The services included giving consultative advice especially in a technical capacity with regards to program planning and the construction of sports and recreation facilities. Also, in 1950, the first grants-in-aid were given to recreation commissions. This modest funding scheme, which was in abeyance for a few years, eventually became a permanent feature in 1959-60 and expanded in scope over the years (Department of Education Annual Reports, 1950-1963).

Some other services were carried out by the Division as well. For instance, commencing in 1948, a Provincial Play Day for children was held annually. Other activities included: sponsoring camps for crippled children; extensive drama services; consultative assistance in the provision of social recreation; participating in relevant conferences; helping to develop a new health and physical education curriculum for elementary schools;[1] disseminating recreation literature; and in 1961-62 there was organizational assistance and a grant given towards the formation of the Saskatchewan Recreation Association (Department of Education Annual Reports, 1948-1963; Saskatchewan Recreation, bulletin, Winter 1952).

Miscellaneous Saskatchewan Government Involvement in Sport

Apart from the primary sport agency, there were a few other government bureaus actively involved in providing sport-related programs. One such agency was the Adult Education

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[1] It should be noted that the Fitness and Recreation Division was very actively involved in school physical education through the training of teachers via the summer leadership school, special institutes and workshops as well as providing consultative assistance to school boards and districts through Division field representatives. Only limited attention was paid to this aspect of Division responsibility as it was felt to be outside the bounds of the investigation and could more appropriately be dealt with by a study on the history of physical education in Saskatchewan. Nevertheless, it should

Division of the Department of Education which sponsored sports activities through night school courses (Lighted School Program) in which communities were eligible to receive grants for adult education courses. As well, the Department of Agriculture maintained some minor interests in sports and recreation activities through the 4-H Clubs it worked with and through some special camps it operated (Stinson, 1976; Saskatchewan Public Accounts, 1944-1963).

There were also a series of different environmental recreation agencies in the Saskatchewan Government which had some sport-related services. In 1954, a Parks unit was established in the Department of the Provincial Secretary. After this agency was shifted a number of times, in 1961 it was finally located in the Department of Natural Resources under the title of the Parks and Conservation Branch. One of the major programs of this government bureau involved funding recreation facilities; in 1962, for example, the Parks and Conservation Branch expended $1,152,818.50 on what is presumed to be some sports facilities (Saskatchewan Public Accounts, 1944-1963).

A special event which accelerated Saskatchewan Government involvement in sports activities was the 1955 Saskatchewan Golden Jubilee commemorating fifty years as a province. Laden with large provincial government grants, the Saskatchewan Golden Jubilee Committee, which included the Premier and other

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be emphasized that this leadership-oriented service had a large impact on sport development as it provided a corps of coaches and physical education teachers who instructed numerous students in various sports and physical activities.

provincial politicians and bureaucrats, undertook a number of centennial celebrations, one area of which involved staging major sports events. Thus, during 1955, Saskatchewan hosted the Macdonald Brier Dominion Curling Championships, the North American Figure Skating Championships, the Canadian Outdoor Speed Skating Championships, the Western Volleyball Championships, and the Dominion Boxing, Wrestling and Track and Field Championships--all as official events of the centennial celebration. Furthermore, some muncipalities promoted sports activities at the local level and in so doing received some financial and organizational assistance from the Saskatchewan Golden Jubilee Committee (Report of the Saskatchewan Golden Jubilee Committee, 1956; Stinson, 1976).

Although grants to sport groups eventually became the responsibility of the Saskatchewan Council of Physical Fitness and were distributed by the Fitness and Recreation Division, a small amount of provincial government funding emanated from other government sources. Under an Unforseen and Unprovided For category of the Department of Treasury, certain sport bodies were allocated grants. For example, in 1947, $2,000 was given to the Canadian Olympic Association, and the Saskatchewan Provincial Rifle Association almost regularly received funding in the amount of $100 per year (Saskatchewan Public Accounts, 1944-1963).

Extraprovincial Government Developments in Sport

A number of factors outside of the provincial government sphere were important contributors to the development of sport in Saskatchewan, and some of these influences determined the directions which the Fitness and Recreation Division took. Two such factors were the Pro-Rec scheme in B.C. and the program of the Health and Recreation Branch in the neighbouring province of Alberta. Because Saskatchewan was such a late starter in this field, there was a natural tendency to borrow some ideas from its provincial counterparts.

The federal government, too, exerted some influence on sport in Saskatchewan through the 1943 N.P.F.A. This occurred because Saskatchewan signed a ten-year agreement with the federal government which provided approximately $17,000 per year to the western province. As a result, a substantial portion of the Fitness and Recreation Division budget--anywhere between nineteen and thirty-seven percent depending on the year--came from the federal government. A portion of these federal funds was then channelled into some aspect of the provincial government's sports programs.

In Saskatchewan, municipalities gradually began to organize local recreation commissions which became more adept at administering expanded programs for their citizens. Interestingly, this greater municipal role was encouraged by the Saskatchewan Government through various forms of assistance provided to communities by the Fitness and Recreation Division. On comparative terms, however, the municipalities of Saskatchewan received lesser amounts of government assistance, especially from a financial standpoint, than did communities located in B.C. or Alberta.

Individual sport governing bodies and other sport organizations also began to mature, offering increased numbers of programs designed to promote their particular sport or sports. Of special importance was the A.A.U. of Canada (Saskatchewan Branch) which, in working closely with the Fitness and Recreation Division, was able to provide greater visibility to sport in the province. Another related factor contributing to the greater growth of sport in Saskatchewan was the growing popularity of athletics both on a national and international level. Through regularly held national championships held in Saskatchewan amateur sport gained public support which in turn contributed to its growth in the province.

As pointed out previously, a factor which helped to shape the pattern of provincial sport development was the 1955 Saskatchewan Golden Jubilee celebrations. These celebrations provided an excellent promotional vehicle for sport as various prestigious sports events were hosted. A greater emphasis on school athletic and physical education programs was an additional reason for a steady growth of sport in Saskatchewan as it was through the school system that many athletes received their first instruction. The formation of the Saskatchewan High School Athletic Association in 1948 reflected the growth of sport in the educational system. Then, when a degree program in physical education was established at the University of Saskatchewan in 1957, more trained professionals became available. Also, private agencies such as the Y.M.C.A. and the Y.W.C.A. helped to stimulate an interest in sport by developing more programs throughout the province. All of these factors, coupled with the interest exhibited by the provincial government, mainly through the Fitness and Recreation Division, influenced changes on the sporting scene in Saskatchewan between 1944 and 1955.

THE CONTINUING EDUCATION BRANCH/PROVINCIAL YOUTH AGENCY: 1963 - 1972

Background

As the 1960's opened, the C.C.F. party continued to govern Saskatchewan at a time when the economy was fairly stable and the provincial population of 925,181 was approaching the one million mark. A major political change took place in 1964 when the C.C.F. party was defeated in the provincial election by the rejuvenated Liberals led by Ross Thatcher. Seven years of Liberal rule began in which a number of government policy changes were forthcoming (Ward and Spafford, 1968: 20-42).

Initially there were promising developments in the new decade and, as Smith (1975:302) reported: "Economic prosperity and growth were visible at every turn up to 1967. Record wheat crops were harvested, and capital investment in the potash mining industry multipled." This prosperity helped to return the Liberals to power in 1967. Shortly after, the economic picture changed as Saskatchewan experienced a recession due to a fluctuating global grain market and a waning potash industry. Poorer economic conditions caused an adverse effect on the provincial population and between 1966 and 1971 Saskatchewan's population actually decreased by 30,000 due to out-of-province migration (Smith, 1975: 309-318).

During the period of the Liberal Government, a very business-like and economic-oriented policy was in force with energies devoted towards promoting economic growth. There were some abrupt changes and even the cancellation of government programs without warning during this Liberal housecleaning (Smith, 1975:309-318). One of the most significant Liberal policies involved a commitment to the province's youth, as reflected in the passage of the Saskatchewan Youth Act in 1965. This was followed by the establishment of a Youth Review Committee which conducted a study of all government services to youth, all youth services carried out throughout Saskatchewan, and youth programs operating in other countries. The recommendations of the ensuing report, Youth--A Study in Our Time, eventually led to the establishment in 1966 of the Provincial Youth Agency, a new government structure designed to promote the physical, cultural and social activities of the youth of Saskatchewan (Provincial Youth Agency Progress Report, 1966-69:1; Nixon, 1976). In the government restructuring, the provincial government's sports services, previously under the auspices of the Continuing Education Branch of the Department of Education, were transferred to the Provincial Youth Agency where they remained for six years.

Structure of the Continuing Education Branch/Provincial Youth Agency

In 1963 the Fitness and Recreation Division amalgamated with the Adult Education Branch as part of the Continuing Education Branch of the Department of Education (Department of Education Annual Report, 1962-63:63). This move was brought about by the Minister of the day, Mr. Ollie Turnball, who felt that these two areas of non-formal education should be grouped into one unit (Green, 1976; Tuck, 1976). The shift also was made as a result of the recommendation of the Saskatchewan Committee of Continuing Education (a joint public and private sector body) to unite these two units (Department of Education Annual Report, 1963-64:53). Within this union, the sport side was only one part of a broader government concern. As outlined in the 1964-65 Department of Education Annual Report (p. 59): "The acceptance of the concept of continuing education has been all embracing--cultural, physical and intellectual."

Throughout this period, the Director of Continuing Education was Jack Wilkie, the former head of the Fitness and Recreation Division. The previous staff of the Division were merely shifted intact to the Continuing Education Branch which meant that there were actually few structural alterations or modifications in the services offered. One difference was the disappearance of a Saskatchewan Council of Physical Fitness as operated under the previous administrative set-up.

A major change in the primary government agency responsible for sport occurred in 1966 with the formation of the Provincial Youth Agency.[2] This newly-created unit did not have departmental status and was under the supervision of the Minister-in-Charge, Mr. Dave Steuart followed by Mr. C.P. MacDonald (Tuck, 1976). The stated primary objective of the Youth Agency was to improve the quality of life through the establishment of greater opportunities for youth to discover and develop their talents (Provincial Youth Agency Progress Report, 1970:1-2). In this regard, sport and physical pursuits were treated as one means by which to accomplish the desired goal.

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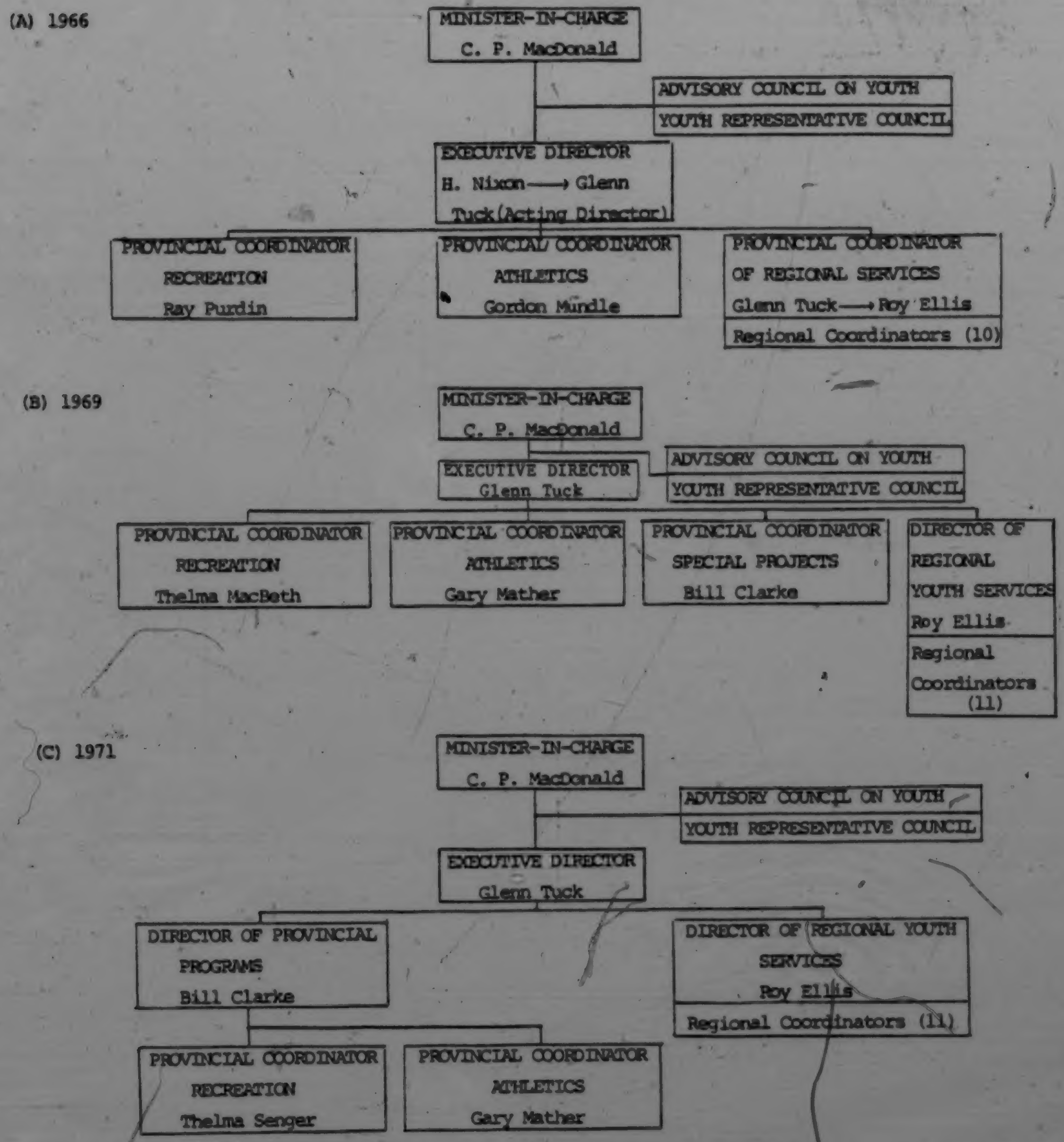
[2] Actually the report, Youth--A Study in Our Time was carried out under the auspices of the Department of Health with Dr. Lloyd Barber, Dean of Commerce of the University of Saskatchewan acting as Chairman of the Youth Review Committee, He was aided in the preparation of the report by Dr. Howard Nixon of the School of Physical Education, University of Saskatchewan and the first-named Executive Director of the Youth Agency. For a few years the Youth Agency's position within the government was being allied with the Department of Health which provided certain administrative services although the agency was always an independent government structure (Clarke, 1977; Nixon, 1976).

The preliminary restructuring included the transfer of all sport-related services and their respective staff in the Continuing Education Branch to the new Provincial Youth Agency. Initially, Dr. Howard Nixon who was still on leave from the University of Saskatchewan, served as Executive Director of the Youth Agency in its formative stages; but, he returned to Saskatoon in 1966 and was replaced by Glenn Tuck who became Acting Director until 1968 when he was named Director. Other personnel in the early Youth Agency included: a Supervisor of Recreation, Ray Purdin; a Supervisor of Athletics, Gordon E. Mundle; and a Coordinator of Regional Services, Roy Ellis who had replaced Glenn Tuck in the position and who supervised a staff of ten other regional staff consultants (See Figure 16A). Further changes occurred to the Youth Agency during the late 1960's; Ray Purdin left for the United States and his replacement was Thelma MacBeth; Gordon Mundle left to become full-time Executive Secretary of the S.H.S.A.A. and he was replaced by Gary Mather, a former regional staff representative. During this same period, Bill Clarke, who had been on the regional staff was appointed to a new position of Provincial Coordinator of Special Projects, while Roy Ellis was promoted to the position of Director of Regional Youth Services (See Figure 16B). (Youth and Recreation, bulletins 1966-1970; Clarke, 1977). Then, a third structural change occurred in the early 1970's when Bill Clarke was appointed

FIGURE 16

ORGANIZATIONAL STRUCTURE OF THE PROVINCIAL YOUTH AGENCY


(A) 1966
MINISTER-IN-CHARGE
C. P. MacDonald
ADVISORY COUNCIL ON YOUTH
YOUTH REPRESENTATIVE COUNCIL
EXECUTIVE DIRECTOR
H. Nixon ⟶ Glenn Tuck (Acting Director)
PROVINCIAL COORDINATOR
RECREATION
Ray Purdin
PROVINCIAL COORDINATOR
ATHLETICS
Gordon Mundle
PROVINCIAL COORDINATOR OF REGIONAL SERVICES
Glenn Tuck ⟶ Roy Ellis
Regional Coordinators (10)
(B) 1969
MINISTER-IN-CHARGE
C. P. MacDonald
EXECUTIVE DIRECTOR
Glenn Tuck
ADVISORY COUNCIL ON YOUTH
YOUTH REPRESENTATIVE COUNCIL
PROVINCIAL COORDINATOR
RECREATION
Thelma MacBeth
PROVINCIAL COORDINATOR
ATHLETICS
Gary Mather
PROVINCIAL COORDINATOR
SPECIAL PROJECTS
Bill Clarke
DIRECTOR OF REGIONAL YOUTH SERVICES
Roy Ellis
Regional Coordinators (11)
(C) 1971
MINISTER-IN-CHARGE
C. P. MacDonald
ADVISORY COUNCIL ON YOUTH
YOUTH REPRESENTATIVE COUNCIL
EXECUTIVE DIRECTOR
Glenn Tuck
DIRECTOR OF PROVINCIAL PROGRAMS
Bill Clarke
DIRECTOR OF REGIONAL YOUTH SERVICES
Roy Ellis
Regional Coordinators (11)
PROVINCIAL COORDINATOR
RECREATION
Thelma Senger
PROVINCIAL COORDINATOR
ATHLETICS
Gary Mather

Source: Provincial Youth Agency Progress Reports, 1966-69, 1970

Director of Provincial Programs, a revision which slightly altered the Youth Agency once again (See Figure 16C) (Clarke, 1977; Provincial Youth Agency Progress Report, 1970: 4,5).

Another structural feature of the Youth Agency was the existence of two special advisory councils: the Youth Representative Council was composed of a group of provincial youth who advised the government on the needs, aspirations and concerns of youth; the Advisory Council on Youth, chaired by Dr. Howard Nixon, was composed of adults representing various organizations and the functions of this body included making recommendations regarding special grants, future policy and work programs (Provincial Youth Agency Progesss Report, 1966-69:4-7).

During the period of the Continuing Education Branch's involvement with sport followed by the Provincial Youth Agency, their annual budgets showed annual increments. Whereas, expenditures in 1964-65 totalled $240,186.16, this had grown to $682,161.56 by 1971-72, supplemented in part by Federal Government contributions under the 1961 F. and A.S. Act (See Table 33).

Sport-Related Programs

The sports services of the Continuing Education Branch were almost identical to those of its predecessor, the Fitness and Recreation Division. For example, there continued to be a

TABLE 33

ANNUAL BUDGETS OF THE CONTINUING EDUCATION BRANCH/PROVINCIAL YOUTH AGENCY: 1963 - 1972

Year	Salaries	Other Expenses	Total	Federal Government Contribution
1963-64	$ 53,306.20	$ 75,663.26	$128,969.46	$28,740 (22%)
1964-65	122,205.90	117,980.26	240,186.16	29,743 (12%)
1965-66	119,065.77	96,335.44	215,401.21	53,410 (25%)
1966-67	147,357.79	279,490.69	426,848.48	60,990 (14%)
1967-68	225,191.21	308,189.29	533,380.50	62,055 (12%)
1968-69	243,083.38	376,159.32	619,242.70	61,962 (10%)
1969-70	248,193.08	382,467.04	630,640.12	61,600 (10%)
1970-71	227,114.14	449,727.55	676,841.69	34,027 (5%)
1971-72	237,640.67	444,520.89	682,161.56	-

* Percentage of federal government contribution to total program is in brackets ( )

Source: Saskatchewan Public Accounts, 1963-1972; Annual Reports of the Fitness and Amateur Sport Program, Department of National Health and Welfare, 1963-1971. The annual budget for the 1963-64 fiscal year is such a low figure because it was midway in 1963 that the Fitness and Recreation became part of the Continuing Education Branch; therefore, the $128,969.46 represents the budget of only the Fitness and Recreation Division for the year.

heavy emphasis on sponsoring leadership-affiliated courses for coaches and officials as well as clinics for players. The Branch also remained in close contact with the Saskatchewan High School Athletic Association through a staff member who served as Executive Secretary to the association. Another sports service was the annual grants allocated to provincial sport governing bodies, a procedure started many years before. An added responsibility for the agency came about as a result of the federal government's 1961 F. and A.S. Act with its joint federal-provincial agreements. The Youth Agency helped to administer the provincial end of this program and the federal contributions provided to Saskatchewan under this scheme are presented in Table 34.

After the Youth Agency assumed the role of the primary government sport agency in 1966, it not only continued to provide similar types of services as existed before but it took on added duties.

1. Games. A new program initiated in 1968 was Youth Agency sponsorship of the first Saskatchewan Summer Games, the first of their kind in Western Canada. A positive impact of these Games was noted by the Minister-in-Charge of the Youth Agency, C.P. MacDonald, who felt that ". . . the Saskatchewan Summer Games not only strengthened existing athletic associations in Saskatchewan, but resulted in the formation of four new associations" (Youth and Recreation, bulletin, December, 1968:3). However, after this initial attempt, the

TABLE 34

FEDERAL CONTRIBUTIONS TO SASKATCHEWAN UNDER THE FITNESS AND AMATEUR SPORT ACT

Year	Amount Eligible to Receive	Federal Contribution	Year	Amount Eligible to Receive	Federal Contribution
1962-63	$37,009	$34,681	1967-68	$62,937	$62,055
1963-64	n.a.	28,740	1968-69	61,962	61,962
1964-65	64,047	29,793	1969-70	61,618	61,600
1965-66	63,317	53,410	1970-71	34,027	34,027
1966-67	62,937	60,990			

Source: Annual Reports of the Fitness and Amateur Sport Program, Department of National Health and Welfare, 1962-1971.

next set of games was not held until the 1970's.

Another new games-related function of the agency was its coordination of Saskatchewan's participation in the Canada Games, which had their inauguration in 1967 in Quebec City. Furthermore, the Youth Agency was instrumental in helping Saskatoon to prepare for the 1971 Canada Winter Games awarded to Saskatoon. As part of the provincial commitment to these Games, the Youth Agency and Department of Natural Resources gave $100,000 each towards the capital costs associated with the Games (Saskatchewan Public Accounts, 1969-71).

1. Sports Grants. The Youth Agency operated a fairly extensive grant program from which provincial sport groups, communities, and sports events often received funding. The titles of these various grant programs were: Regional Grants (for Junior Development Programs); Community Recreation Leadership Initiating Grants; Lighted School Program Grants; Community Junior Development Grants; a Program and Personnel Development Grant; and a Special Grant category. Although money went to sport indirectly through most of these grant schemes, it was through the Special Grant program that sport groups received the largest and most direct funding. Finances from the Special Grant category were used to assist provincial associations with the cost of holding leadership clinics and workshops, assisting in the expansion of the programs and services which were youth-oriented and providing financial assistance for experimental pilot studies. Grants were not specifically given for athletic competitions or competitor travel costs (Provincial Youth Agency Progress Reports, 1966-69, 1970). Table 35 outlines the annual total of all grants provided by the Continuing Education Branch and the Provincial Youth Agency, of which a high but undetermined proportion represented funding to sport.

3. Other Sports Services. A number of special sports services were administered by the Youth Agency during its tenure as the primary government sport agency. On many

TABLE 35

CONTINUING EDUCATION BRANCH/PROVINCIAL YOUTH AGENCY GRANTS: 1963 - 1972

Year	Grant Total	Year	Grant Total
1963-64	$ 43,944.64	1967-68	$207,179.30
1964-65	54,489.14	1968-69	268,078.30
1965-66	53,266.78	1969-70	248,158.70
1966-67	188,856.00	1970-71	284,132.36
		1971-72	336,400.00

Source: Saskatchewan Public Accounts, 1963-1972.

occasions, the agency provided consultative services to provincial sport organiations requesting assistance. On the recommendation of the Advisory Council on Youth, the agency even established a government subsidized office to house provincial sport and recreation associations. Under the title of Saskatchewan Sports and Recreation Unlimited, this provincial administrative centre for sport and recreation became operational in 1968, aided by a $3,000 provincial government grant. In subsequent years provincial government funding for this centre increased to $3,600 in 1969-70, $4,000 in 1970-71, and $9,700 in 1971-72 (Provincial Youth Agency Progress Report, 1966-69; Saskatchewan Public Accounts, 1968-1972).

The assistance which the Youth Agency accorded to the S.H.S.A.A. was also very prominent. As reported in Youth and Recreation (bulletin, December, 1968):

> The Government of Saskatchewan, initially through the Department of Education and its branches and presently through the Provincial Youth Agency, has provided ongoing assistance to the Provincial Association [S.H.S.A.A.]. This assistance has taken the form of secretarial services to maintain continuity and financial, by using the grant structure. There has been four excutive secretaries from Government to the Association: Wally Stinson, Stan Green, Glenn Tuck and the incumbent Gordon Mundle. In addition to their work specifically related to the Provincial Association, the various field consultants provided leadership to the District Associations as well.

Another very important development with regard to assisting provincial sport governing bodies was Youth Agency sponsorship of two special Conferences on Sport. The purposes of the first meeting, held on November 16, 1970, were twofold--to evaluate and assess the role of the Youth Agency in its programs and to help the organizations look at themselves as to program improvement and expansion (Provincial Youth Agency Progress Report, 1970:21). At the inaugural meeting, the concept of a central organization to represent all sport in the province was outlined and a steering committee of seven was established to study the feasibility of such a body (Proceedings of the Conference on Sport, November 16, 1970). At the second conference held on September 29, 1971, which was also sponsored by the Youth Agency, the concept of a central organization was approved. The outcome was that Sask Sport, aided by a $5,200 grant from the Youth Agency, was incorporated under the Societies Act in January, 1972 (Proceedings of the Conference on Sport, September 29, 1971; Saskatchewan Public Accounts, 1971-72). It was evident that the Saskatchewan Government took a very active role in encouraging the formation of a provincial sport federation and, in so doing, the administration of sport in the province was significantly altered.

There were also a few other special programs and services offered by the Youth Agency. For instance, on one occasion in the late 1960's, the agency co-operated with the Saskatchewan Roughrider Football Club in sponsoring a football day for all high school and minor football players in the province. A series of special services available to sport groups included: a library of sport literature, sports films and film-strips, a videotape camera and recorder, stop watches and the publication of a regular agency newsletter, entitled Youth and Recreation, each issue of which carried a number of sports articles. In addition, the Youth Agency served as the provincial government link with the federal government's Fitness and Amateur Sport Program. It also communicated with other provinces, usually through the Council of Provincial Directors for Sport and Recreation, an organization which was officially formed in 1971 and which was designed to foster inter-provincial cooperation in the sporting domain (Provincial Youth Agency Progress Reports, 1966-69, 1970).

4. Miscellaneous Services. Besides all of the aforementioned programs, the Youth Agency undertook a number of other functions some of which were affiliated with sport. Because of its broad recreation mandate, this government agency was also responsible for a wide range of programs which included: community recreation services (e.g. grants, consulting on programs and facilities); leadership activities (e.g. specialized recreation leader courses, conferences, workshops, etc.); and special programs (e.g. recreation for the handicapped) (Provincial Youth Agency Progress Reports, 1966-69, 1970).

In various ways, these other services contributed to the growth of sport in the province, as it was through locally administered recreation programs assisted by the provincial government that many activities were encouraged and financially supported. While these community and leadership services are not as obvious sports programs as the more direct services outlined previously, they nevertheless played an important role in sport development in Saskatchewan.

Miscellaneous Saskatchewan Government Involvement in Sport

There were several instances of other government agencies offering sport-related programs between 1963 and 1972. Throughout the years in question, the Department of Natural Resources was an agency which provided a number of environmental recreation services. For example, this Department was responsible for all provincial parks services as well as allocating funds for capital expenditure on recreation facilities. In preparation for the 1971 Canada Games in Saskatchewan, this Department helped with the capital expenditure associated with this sports event. The agency's final bill for this purpose amounted to $100,000, which was mainly used to construct Mt. Blackstrap as the Canada Games skiing venue.[3] (Saskatchewan Public Accounts, 1963-1972; Final Report of the 1971 Canada Games, 1971:92).

Another provincial government expenditure with some connection to sport was the large amount of money given for the Saskatchewan Diamond Jubilee and Canadian Centennial Celebrations, held in 1965 and 1967 respectively. In many cases, the provincial government funding for these historic occasions was used on either sports facilities or to stage sports events. The 1965-66 Department of Public Works budget reported a grants program specifically to cover centennial projects as outlined in the Centennial Projects Assistance Act of 1965. To help commemorate Homecoming '71, a special event in 1971 designed to encourage natives of Saskatchewan to return home for a visit, a Homecoming Grants Program was instituted and some of the available money was used in a sporting sense (e.g. construct facilities or host sports events) (Saskatchewan Public Accounts, 1965-1972). Finally, the Department of Education continued to be involved with sport through its interests in school physical education and athletic programs. Schools, as well, were a major source of sports facilities used not only by the school-age population but by the community-at-large.

---

[3] Actually the Department of Natural Resources provided $613,878 worth of services for the Canada Games, but when federal government grants and funds from the City of Saskatoon and other private sources were combined, the total outlay for the Saskatchewan Government amounted to only $200,000, of which $100,000 came from the Department of Natural Resources budget (Final Report of the 1971 Canada Games, 1971:92).

Extraprovincial Government Developments in Sport

A number of factors outside of the provincial government sphere had a bearing on the pattern of sport development in Saskatchewan. One event during the 1960's was the renewed interest in sport shown by the federal government via the 1961 F. and A.S. Act. The federal financial contributions to sport in Saskatchewan amounted to a high of twenty-five percent of the Youth Agency's budget in 1965-66 although this percentage fell to five percent by 1970-71. Such funds were used by the provincial government sport agency for its own programs or else channelled directly into provincial sport governing bodies where they contributed to program expansion and refinement. Another important event initiated by the federal government was the Canada Games. The 1971 Canada Winter Games in Saskatoon proved to be a highly successful sports event which had numerous positive spin-off effects for sport in Saskatchewan.

An interesting trend of the 1960's was the emphasis various governments began to place on youth. Like many of its provincial counterparts, Saskatchewan took a special interest in providing youth-oriented services, many of which were associated with sport. To a degree, this province also adapted certain sports programs evident in other provincial governments to suit Saskatchewan's needs as an attempt was made to keep pace with developments in the rest of Canada.

Within the educational system, there was a growth in athletic and physical education programs, partially as a result of more qualified coaches and instructors who received training at post-secondary institutions or through government-sponsored training courses. As leadership elements improved, the government's sport agency was able to gradually reduce its input in the educational stream. Even though the Youth Agency maintained some affiliation with the Saskatchewan High School Athletic Association, this body gradually became more autonomous in administering sport affairs in the schools, and in 1969 the association hired its first full-time Executive Secretary.

At the community level, changes took place with respect to the emergence of more effective local recreation boards. While community recreation programs often received substantial subsidies from the provincial government, many municipalities tended to gradually take on more responsibility in administering ever expanding sports programs.

Finally, the 1960's were an era highlighted by more sophisticated provincial sport governing bodies and the establishment of new organizations. As these private sector bodies expanded their programs, the provincial government, in turn, provided greater services to these organizations especially in the way of grants. It was also interesting that when the A.A.U. of Canada, including its provincial branches, ceased to function in the early 1970's, the Saskatchewan Government was quick to react in filling the void by helping to create Sask Sport as the provincial sport federation.

THE SPORTS AND RECREATION BRANCH: 1972 - 1977

Background

During a recession period which began in Saskatchewan in 1968, the ruling Liberals found themselves unable to effectively deal with all of the social and economic problems which arose. Consequently, a dissatisfied electorate brought in a New Democratic Party (formerly the C.C.F.) Government in the June, 1971 election. Under the premiership of Allan Blakeney, the new government began to introduce some of its own programs based on socialist policies (Smith, 1975:viii).

Prosperous times once again came to Saskatchewan in the early 1970's, spurred on by bumper wheat crops at a time when the world market required this agricultural commodity. The potash and oil industries, as well, experienced growth periods which helped to make Saskatchewan one of Canada's most economically sound provinces. During these "good" times, the N.D.P. Government found it a relatively easy task to remain the dominant party and in the 1975 election it maintained its ruling status. Because of the strong provincial economy during the present decade, an earlier trend towards out-of-province migration ceased to be a problem; instead, Saskatchewan began to expand and develop in terms of both human and physical resources.

Of the various new policies introduced by the N.D.P. Government, one in particular had an important bearing on the provincial government's services to sport. In 1972, the Saskatchewan Government passed the Department of Culture and Youth Act which transferred the Provincial Youth Agency, into a new department. Now, for the first time, the primary government sport agency was given a prominent position within a government structure which had departmental status.

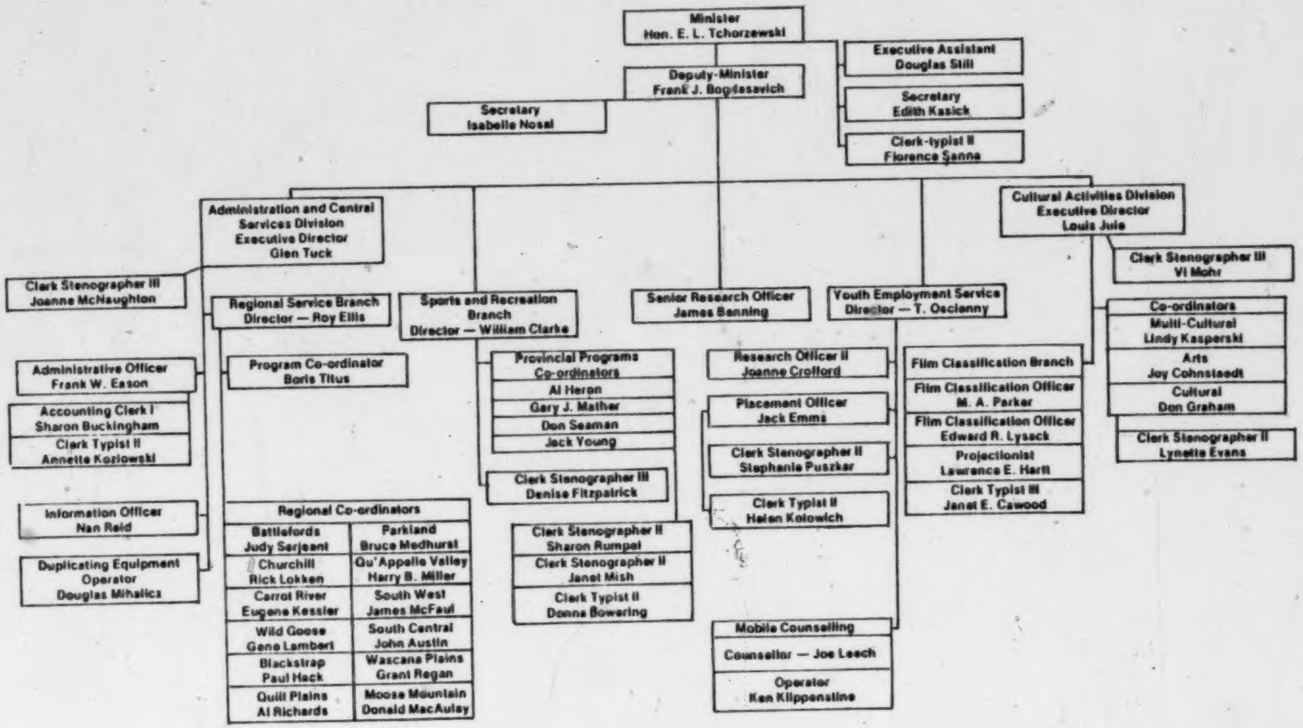
Structure of the Sports and Recreation Branch

The new Department of Culture and Youth came into being on April 1, 1972, when the existing Provincial Youth Agency was merged with other programs in the cultural and youth field. Within the Department was a Recreation and Youth Branch headed by an Executive Director, Glenn Tuck. One section of this Branch was the Provincial Programs Division, the primary function of which was to provide support to both sport and recreation activities. Administered by its Director, Bill Clarke, the Division also employed four provincial program coordinators: Al Heron (Sport Consultant); Gary Mather (Sport Consultant); Don Seaman (Games Consultant); and Jack Young (Recreation Consultant) (Department of Culture and Youth Annual Report, 1972-73:12). This type of structure was only in operation for one year, and in 1973 all programs and activities related to sport were placed into a newly-created Sports and Recreation Branch. Bill Clarke was named the Director of this unit and continued to direct the same staff as existed under the previous structure while Glenn Tuck became Executive Director of the Administrative Services Section. Of some importance was the fact that the Director of the Sports and Recreation Branch reported directly to the Deputy Minister, a fact which signified the high status accorded to the agency within the departmental hierarchy (Department of Culture and Youth Annual Report, 1973-74:2).

During the next two years the only change to the Sports and Recreation Branch was the addition of new staff. In 1974 two consultants hired were a Program Consultant, Keith Rogers, and an Activities Consultant, Ann Donovan. In 1976, the consultant ranks were increased by one with the hiring of Vern Blash to look after handicapped sport and recreation (See Figures 17&18 (Clarke, 1976). Then in the 1976-77 fiscal year, plans were laid for some changes to the Sports and Recreation Branch. Figure 19 illustrates that the basic alteration was

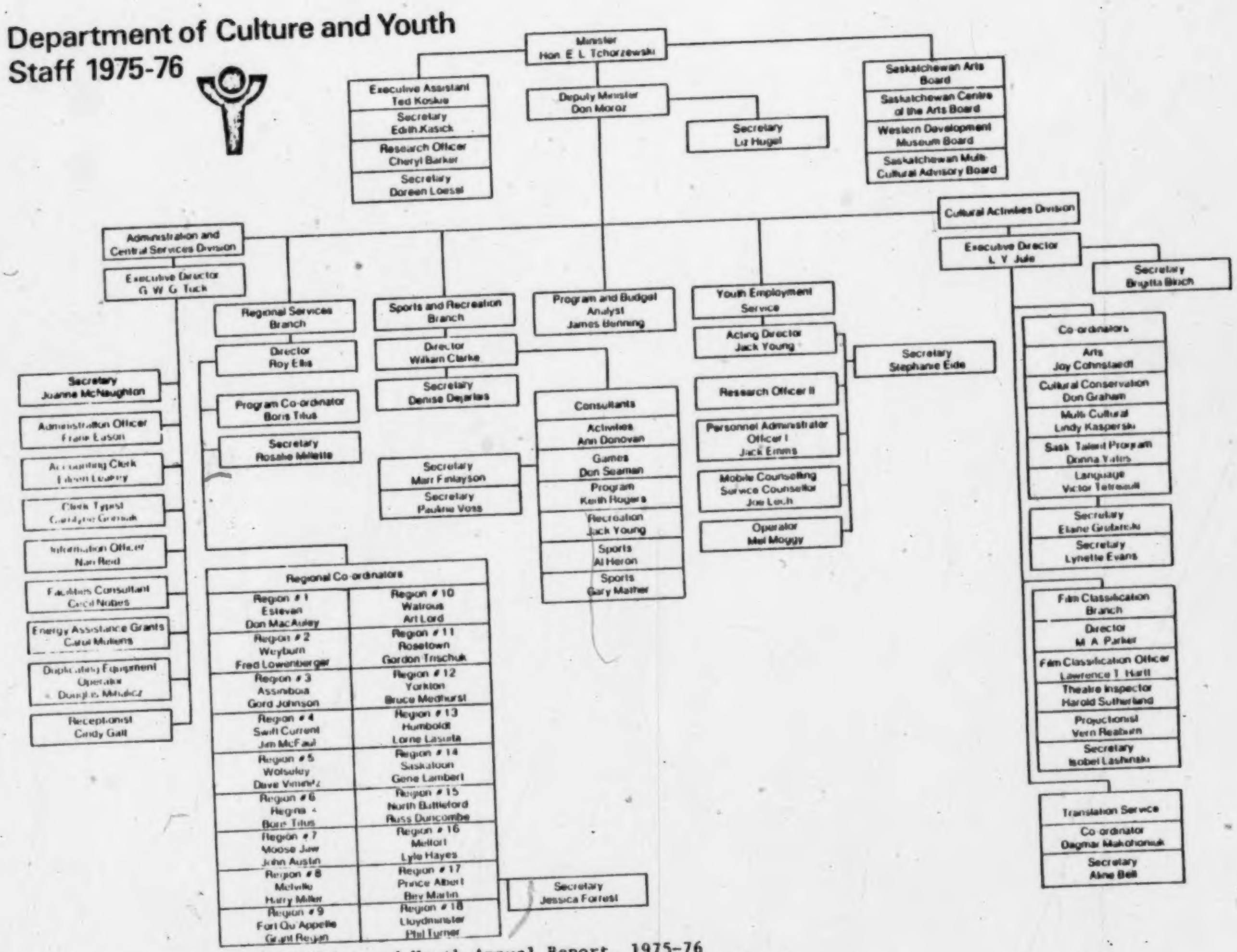
FIGURE 17

DEPARTMENT OF CULTURE AND YOUTH — STAFF: 1973-74


Minister
Hon. E. L. Tchorzewski
Executive Assistant
Douglas Still
Secretary
Edith Kasick
Clerk-typist II
Florence Sanna
Deputy-Minister
Frank J. Bogdasavich
Secretary
Isabelle Nosal
Administration and Central Services Division
Executive Director
Glen Tuck
Clerk Stenographer III
Joanne McNaughton
Administrative Officer
Frank W. Eason
Accounting Clerk I
Sharon Buckingham
Clerk Typist II
Annette Kozlowski
Information Officer
Nan Reid
Duplicating Equipment Operator
Douglas Mihalicz
Regional Service Branch
Director — Roy Ellis
Program Co-ordinator
Boris Titus
Regional Co-ordinators
Battlefords
Judy Serjeant
Parkland
Bruce Medhurst
Churchill
Rick Lokken
Qu'Appelle Valley
Harry B. Miller
Carrot River
Eugene Kessler
South West
James McFaul
Wild Goose
Gene Lambert
South Central
John Austin
Blackstrap
Paul Hack
Wascana Plains
Grant Regan
Quill Plains
Al Richards
Moose Mountain
Donald MacAulay
Sports and Recreation Branch
Director — William Clarke
Provincial Programs Co-ordinators
Al Heron
Gary J. Mather
Don Seaman
Jack Young
Clerk Stenographer III
Denise Fitzpatrick
Clerk Stenographer II
Sharon Rumpel
Clerk Stenographer II
Janet Mish
Clerk Typist II
Donna Bowering
Senior Research Officer
James Benning
Youth Employment Service
Director — T. Oscienny
Research Officer II
Joanne Crofford
Placement Officer
Jack Emms
Clerk Stenographer II
Stephanie Puszkar
Clerk Typist II
Helen Kolowich
Mobile Counselling
Counsellor — Joe Leach
Operator
Ken Klippenstine
Cultural Activities Division
Executive Director
Louis Jule
Clerk Stenographer III
Vi Mohr
Film Classification Branch
Film Classification Officer
M. A. Parker
Film Classification Officer
Edward R. Lysack
Projectionist
Lawrence E. Hartt
Clerk Typist III
Janet E. Cawood
Co-ordinators
Multi-Cultural
Lindy Kasperski
Arts
Joy Cohnstaedt
Cultural
Don Graham
Clerk Stenographer II
Lynette Evans

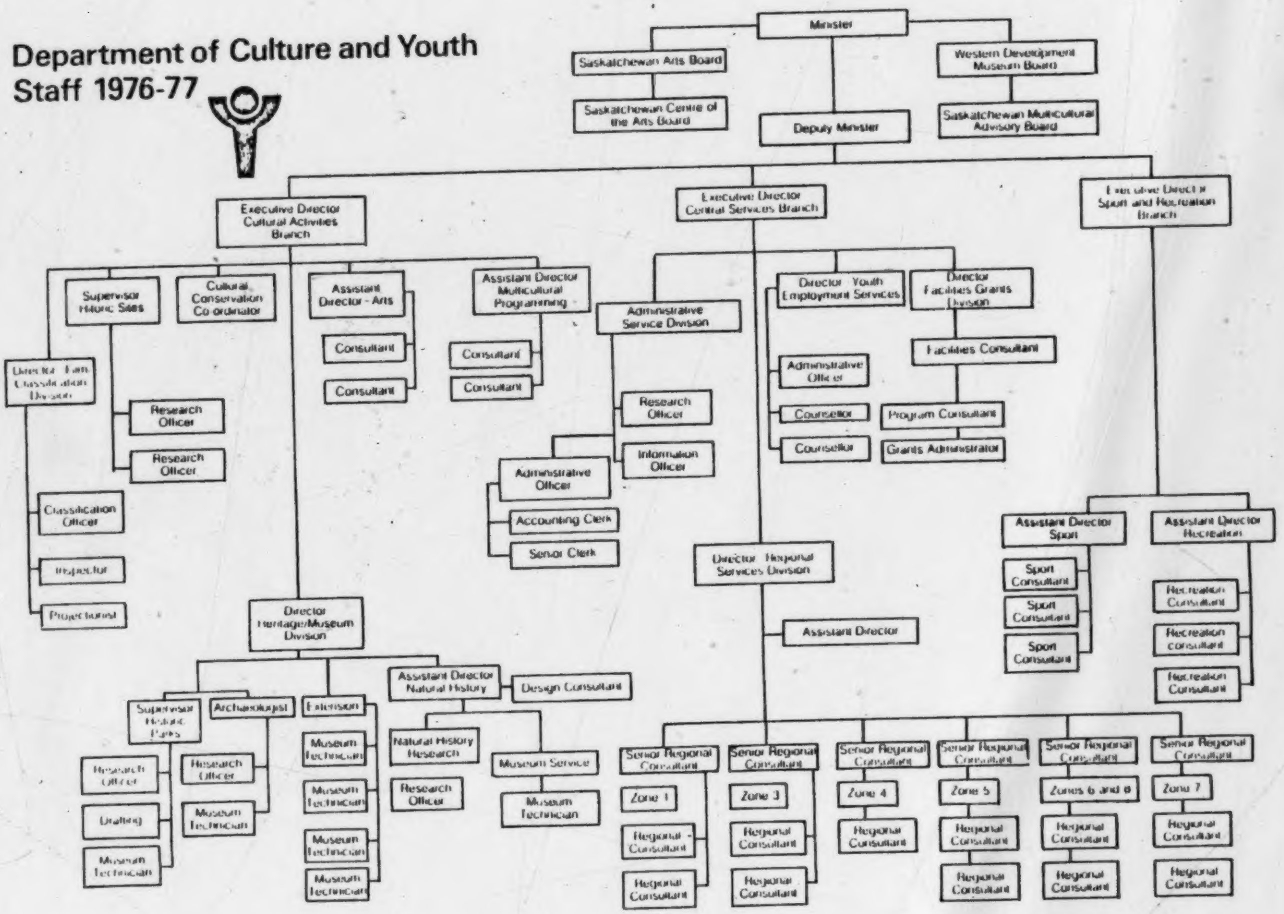
Source: Department of Culture and Youth Annual Report, 1973-74

FIGURE 18


Department of Culture and Youth
Staff 1975-76
Minister
Hon E L Tchorzewski
Executive Assistant
Ted Koskie
Secretary
Edith Kasick
Research Officer
Cheryl Barker
Secretary
Doreen Loesel
Deputy Minister
Don Moroz
Secretary
Liz Hugel
Saskatchewan Arts Board
Saskatchewan Centre of the Arts Board
Western Development Museum Board
Saskatchewan Multi Cultural Advisory Board
Administration and Central Services Division
Executive Director
G W G Tuck
Secretary
Juanne McNaughton
Administration Officer
Frank Eason
Accounting Clerk
Eileen Leahy
Clerk Typist
Carolyne Gremak
Information Officer
Nan Reid
Facilities Consultant
Cecil Nobes
Energy Assistance Grants
Carol Mullens
Duplicating Equipment Operator
Douglas Minkicz
Receptionist
Cindy Gall
Regional Services Branch
Director
Roy Ellis
Program Co-ordinator
Boris Tilus
Secretary
Rosalie Millette
Regional Co-ordinators
Region # 1
Estevan
Don MacAuley
Region # 2
Weyburn
Fred Lowenberger
Region # 3
Assiniboia
Gord Johnson
Region # 4
Swift Current
Jim McFaul
Region # 5
Wolseley
Dave Viminitz
Region # 6
Regina
Boris Tilus
Region # 7
Moose Jaw
John Austin
Region # 8
Melville
Harry Miller
Region # 9
Fort Qu'Appelle
Grant Regan
Region # 10
Watrous
Art Lord
Region # 11
Rosetown
Gordon Trischuk
Region # 12
Yorkton
Bruce Medhurst
Region # 13
Humboldt
Lorne Lasuita
Region # 14
Saskatoon
Gene Lambert
Region # 15
North Battleford
Russ Duncombe
Region # 16
Melfort
Lyle Hayes
Region # 17
Prince Albert
Bev Martin
Region # 18
Lloydminster
Phil Turner
Secretary
Jessica Forrest
Sports and Recreation Branch
Director
William Clarke
Secretary
Denise Dejarlais
Secretary
Marr Finlayson
Secretary
Pauline Voss
Program and Budget Analyst
James Benning
Consultants
Activities
Ann Donovan
Games
Don Seaman
Program
Keith Rogers
Recreation
Jack Young
Sports
Al Heron
Sports
Gary Mather
Youth Employment Service
Acting Director
Jack Young
Secretary
Stephanie Eide
Research Officer II
Personnel Administrator Officer I
Jack Emms
Mobile Counselling Service Counsellor
Joe Lech
Operator
Mel Moggy
Cultural Activities Division
Executive Director
L Y Jule
Secretary
Brigitta Bloch
Co-ordinators
Arts
Joy Cohnstaedt
Cultural Conservation
Don Graham
Multi Cultural
Lindy Kaspersiu
Sask Talent Program
Donna Yates
Language
Victor Tetreault
Secretary
Elaine Grutarcik
Secretary
Lynette Evans
Film Classification Branch
Director
M A Parker
Film Classification Officer
Lawrence T Hartl
Theatre Inspector
Harold Sutherland
Projectionist
Vern Reaburn
Secretary
Isobel Lashinsku
Translation Service
Co-ordinator
Dagmar Makohoniuk
Secretary
Aline Bell

Source: Department of Culture and Youth Annual Report, 1975-76

FIGURE 19

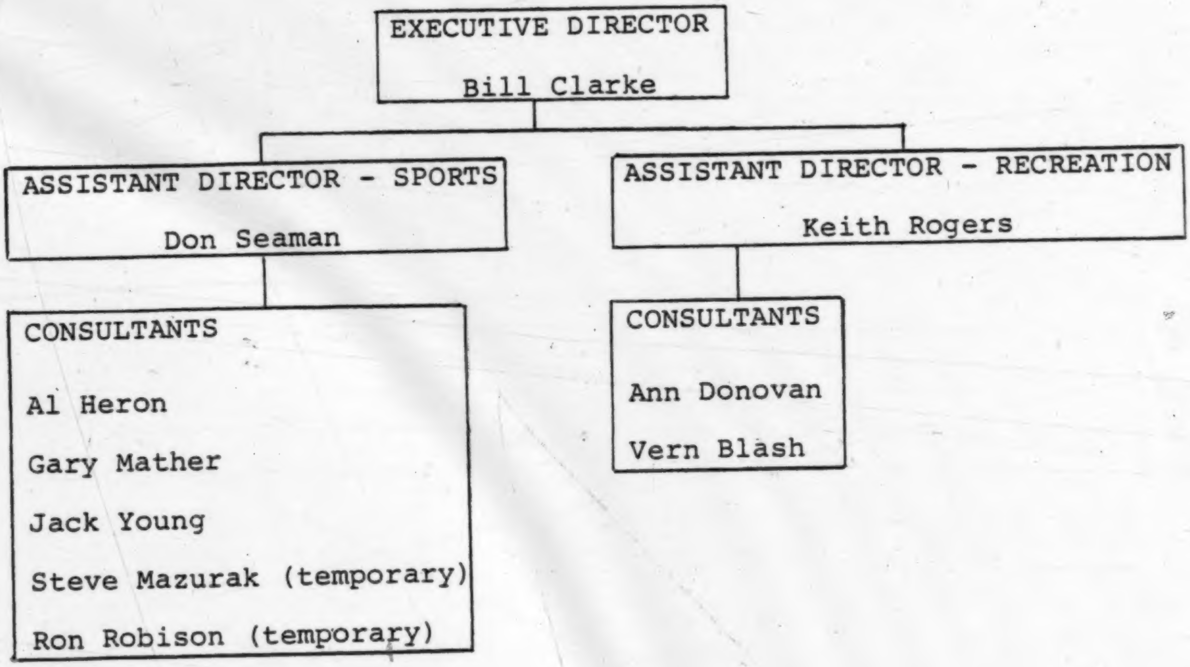

Department of Culture and Youth
Staff 1976-77
Minister
Saskatchewan Arts Board
Saskatchewan Centre of the Arts Board
Western Development Museum Board
Saskatchewan Multicultural Advisory Board
Deputy Minister
Executive Director Cultural Activities Branch
Executive Director Central Services Branch
Executive Director Sport and Recreation Branch
Supervisor Historic Sites
Cultural Conservation Co-ordinator
Assistant Director - Arts
Assistant Director Multicultural Programming
Consultant
Consultant
Consultant
Consultant
Director Film Classification Division
Research Officer
Research Officer
Classification Officer
Inspector
Projectionist
Director Heritage/Museum Division
Supervisor Historic Parks
Archaeologist
Extension
Assistant Director Natural History
Design Consultant
Research Officer
Drafting
Museum Technician
Research Officer
Museum Technician
Museum Technician
Museum Technician
Museum Technician
Museum Technician
Natural History Research
Research Officer
Museum Service
Museum Technician
Administrative Service Division
Research Officer
Information Officer
Administrative Officer
Accounting Clerk
Senior Clerk
Director Youth Employment Services
Administrative Officer
Counsellor
Counsellor
Director Facilities Grants Division
Facilities Consultant
Program Consultant
Grants Administrator
Director Regional Services Division
Assistant Director
Senior Regional Consultant
Zone 1
Regional Consultant
Regional Consultant
Senior Regional Consultant
Zone 3
Regional Consultant
Regional Consultant
Senior Regional Consultant
Zone 4
Regional Consultant
Senior Regional Consultant
Zone 5
Regional Consultant
Regional Consultant
Senior Regional Consultant
Zones 6 and 8
Regional Consultant
Regional Consultant
Senior Regional Consultant
Zone 7
Regional Consultant
Regional Consultant
Assistant Director Sport
Sport Consultant
Sport Consultant
Sport Consultant
Assistant Director Recreation
Recreation Consultant
Recreation consultant
Recreation Consultant

Source: Department of Culture and Youth Annual Report, 1976-77

a retitling of positions and some shuffling of staff. Bill Clarke continued to head the Branch but now in an Executive Director capacity. He was aided by two Assistant Directors - Don Seaman for sport and Keith Rogers for recreation each of whom supervised consultants in their respective areas (See Figure 20) (Clarke, 1977).

FIGURE 20

STRUCTURE AND STAFF OF THE SPORTS AND RECREATION BRANCH: 1977


EXECUTIVE DIRECTOR
Bill Clarke
ASSISTANT DIRECTOR - SPORTS
Don Seaman
ASSISTANT DIRECTOR - RECREATION
Keith Rogers
CONSULTANTS
Al Heron
Gary Mather
Jack Young
Steve Mazurak (temporary)
Ron Robison (temporary)
CONSULTANTS
Ann Donovan
Vern Blash

Source: Seaman, 1977

It is interesting to note that once established in 1972, the Culture and Youth Department appeared to be a fairly stable structure, with the only changes being a growth in size and slight organizational modifications. Besides the Sports and Recreation Branch, other components of the Department, such as the Regional Services Branch, also remained relatively intact while incurring some growth. This feature of consistency enabled the Department to function without the problems caused by constant administrative juggling.

The annual budgets of the Department of Culture and Youth, as presented in Table 36 , reveal some interesting facts. One was the expanding budget of the Department which reached a peak of $6,032,636.92 in 1974-75, then decreased slightly and levelled off for the next two years. Funding allocated to the Sports and Recreation Branch and its programs also increased annually but without experiencing any levelling off trends. An annual budget in 1972-73 of $260,890.55 grew in a five-year period to $924,881.74 in 1976-77.

Sport-Related Programs

In 1972 the Department of Culture and Youth continued to offer similar types of sports services as existed under the Provincial Youth Agency administration. During the next five years these services were significantly expanded, aided by a greater input of government funds as well as the addition of

TABLE 36

ANNUAL BUDGETS OF THE SPORTS AND RECREATION BRANCH: 1972-1977

Year	Sports and Recreation Branch Total	Grants	Department Total
1972-73	$260,810.55	$379,422.64 (for all culture, recreation and youth activities)	$1,424,931.04
1973-74	329,078.58	535,106.64 (for all culture, recreation and youth activities) and 200,000 (Western Canada Games)	4,585,350.79
1974-75	518,778.27 (243,337.50)	500,000 (Western Canada Games)	6,032,636.92
1975-76	642,327.10 (350,118.07)	300,000 (Western Canada Games)	5,929,500.61
1976-77	924,881.74 (577,589.40)	-	5,667,619.31

Source: *Saskatchewan Public Accounts, 1972-1977*. In 1972-73 and 1973-74 sports grants were reported outside of the Sports and Recreation Branch Total in a general grants program entitled "Grants for Promotion of Youth Activities" (recreation, culture and youth). In 1974-75 this was changed so that all sports grants, except for those to the Western Canada Games, were included in the Sports and Recreation Branch Total. Specific sports grants figures for 1974 through to 1977 are reported in brackets under column 2 - Sports and Recreation Branch Total.

provincial government employees to help administer the programs of the Department. In providing these services the stated objectives of the Sports and Recreation Branch were to:

1. Develop and initiate programs which provide opportunities for everyone to participate in the sport or recreation activity of their choice;
2. Stimulate attention and encourage public interest in all aspects of sports, recreation and physical activity programs from the community to the provincial level;
3. Provide consultative and advisory service on sports and recreation programs to provincial associations and interested groups in the province;
4. Work in co-operation with provincial sports and recreation associations to strengthen their programs and structures as a result of increased public interest and activity;
5. Identify the special needs of groups and individuals and encourage program developments to meet those needs; and
6. Provide opportunities for those aspiring to excel in the athletic field (Department of Culture and Youth Annual Report, 1975-76).

The programs and services which were employed by the Sports and Recreation Branch to meet these objectives are discussed at greater length.

1. Games. A major area of interest of the government sport agency was its involvement with various major sports competitions. Following the hiring of Don Seaman as a Games Consultant in 1972, most of this individual's duties were devoted to the games competition area. He was actively

involved in the administration of the Saskatchewan Games, both at the chosen host site and through the eight zone committees which were used to select zonal representatives. The three Saskatchewan Games (Moose Jaw - Summer, 1972; North Battleford - Winter, 1974; Swift Current - Summer, 1976) held to date, all received heavy provincial government funding in the neighbourhood of eighty to ninety thousand dollars per games, of which approximately fifty to sixty thousand was for capital costs and the remainder for operating expenses. In addition, financial assistance was extended to the eight zone committees to help run their zone games selection trials (e.g. $850/zone in 1975-76) (See Table 37) (Seaman, 1976; Department of Culture and Youth Annual Reports, 1973-76).

With respect to the Canada Games, the Saskatchewan Games Consultant was responsible for managing the Saskatchewan team at this national biennial sports event. In this regard, administrative functions included working with provincial sport governing bodies to select team members, choosing a provincial team uniform, selecting the mission staff and other related duties. Furthermore, the Sports and Recreation Branch was extremely active in the administration of the 1975 Western Canada Games held in Regina. A three-year grant total of $1,017,400 for facility construction and operating expenses plus extensive organizational assistance was made available by the Culture and Youth Department. The Games Consultant, Don Seaman, even served as the interim General

TABLE 37

SAKSATCHEWAN GOVERNMENT GRANTS FOR GAMES COMETITIONS

Year	Event	Amount	Annual Total
1972-73	1972 Saskatchewan Summer Games Committee	$ 80,000 (100,000)	$ 80,000
1973-74	1974 Saskatchewan Winter Games	81,000 (115,300)	
	Western Canada Games Society	200,000	281,000
1974-75	1976 Saskatchewan Summer Games	34,250 (34,250)	
	Western Canada Games Society	500,000	
	Regional Games	(4,489)	534,250
1975-76	1976 Saskatchewan Summer Games	47,000 (41,800)	
	8 Zone Committees (re: Saskatchewan Games)	6,800	
	Western Canada Games Society	300,000 (317,400)	
	Regional Games	(21,450)	353,800
1976-77	1976 Saskatchewan Summer Games	no	
	8 Zone Committees (re: Saskatchewan	breakdown	74,250
	Games) 1978 Saskatchewan Winter Games	available	

Source: Saskatchewan Public Accounts, 1972-1977; Department of Culture and Youth Annual Reports, 1972-1977. Figures in brackets indicate amounts reported in a Sports and Recreation Branch Annual Report, 1975-76 (mimeograph). The reason for the discrepancy between these amounts and those reported in Public Accounts was outlined by Sports and Recreation Branch personnel (Clarke, 1977; Seaman, 1977) that the figures in brackets are those voted for approval for games costs and also cover departmental expenses (i.e. advertising, salaries, etc.) while the amounts listed in Public Accounts, only refer to actual payments of grants for Games.

Manager for these games. Of special significance was the fact that it was Saskatchewan's Minister of Culture and Youth the Hon. E.L. Tchorzewski, who first suggested this sports competition to the other western provinces and then the Saskatchewan Government provided substantial financial and administrative support to these games (Seaman, 1976; Department of Culture and Youth Annual Report, 1975-76).

Beginning in 1974-75 financial assistance was also given for regional-type games under the Regional Sports Competitions Program. Designed to encourage wider participation in a variety of sports activities at the community level, five regional associations benefited during the inaugural year of the program, another four regions participated in 1975-76 and nine regions took advantage of the $1,200 grant in 1976-77 (Department of Culture and Youth Annual Reports, 1974-77).

2. Grants to Provincial Sport Associations. In the 1970's the government sport agency administered a series of grant programs which gradually expanded in numbers and amount of funding during a five-year period. Table 38 outlines the assistance provided from these programs and furthermore illustrates a Branch service which had a large capital outlay. A brief description of each of these grant programs is presented.

(a) Provincial Program Development Grants. This was a $200 grant given to provincial associations to help defray

TABLE 38

SASKATCHEWAN GOVERNMENT GRANTS TO PROVINCIAL SPORT GOVERNING BODIES AND SPORT GROUPS: 1972 - 1977

Year	1972-73	1973-74	1974-75	1975-76	1976-77
GRANT PROGRAM					
1. Provincial Program Development Grants	$10,200 (51)	$12,000 (60)	$ 12,400 (62)	-	-
2. Hosting Grants	8,142	21,214 (19)	18,289 (21)	$26,933.00 (27)	$41,067.00 (28)
3. Special Projects Grants	59,838 (28)	59,118.23 (24)	151,909.66 (39)	87,537.00 (10)	102,611.40 (9)
4. Provincial Support Grants	-	-	-	130,200.80 (60)	163,111.00 (69)
5. Special Training Grants	-	-	-	17,224.00 (25)	50,000*
6. Provincial Coaches Grants	-	-	-	-	135,750.00 (10)
TOTAL	$78,180	$92,332.23	$182,598.66	$261,894.80	$492,539.40

Source: Department of Culture and Youth Annual Reports, 1972-1977. Figures in brackets indicate the number of organizations receiving funds. The $50,000 Special Training Grant for 1976-77 noted by an asterisk did not come from direct government appropriations; instead, it was part of the residual monies left over from the Western Canada Lottery Minister's Fund with the finances used to help train Saskatchewan athletes for the 1977 Canada Summer Games (Clarke, 1977).

their administrative costs; it was eventually phased out during the 1975-76 fiscal year.

(b) Hosting Grants. In this assistance scheme, sport and recreation associations received financial aid towards staging regional or national events.

(c) Special Projects Grants. This particular assistance program provided funds to provincial associations in one type of category for clinics, workshops, training programs, special conferences and meetings; in a second category, provincial government funds were also given to assist in more specialized projects: the operation of the Saskatchewan Sport and Recreation Unlimited Administrative Centre, the Knights of Columbus Indoor Games, Saskatchewan Parks and Recreation Association annual conference, Game Plan '76, Saskatchewan Olympic Athletes, the National Coaching Development Program and special projects of individual associations. Starting in 1975-76 funds for clinics, workshops, training programs, special conferences and meetings were distributed out of another grant program (See Provincal Support Grant) and special projects grants were distributed only to those types of special projects outlined in category two above. All told, this particular grant program, yielded the greatest amount of funding, surpassing any of the other assistance schemes.

(d) Provincial Support Grants. First offered in 1975-76, this program provided money to provincial associations to underwrite clinics, workshops, training programs as well as special conferences and meetings. Previously, this was funded under category one of special projects grants.

(e) Special Training Grants. In 1975 this grant program was offered for the first time to twenty-four sport associations participating in the Western Canada Games to assist them in selecting and training their athletes for the games.

(f) Provincial Coaches Program Grants. This program was introduced by the Branch in 1976-77, making funds available to employ provincial coaches. In the inaugural year of the program financial support totalling $135,750 was given to ten sport associations (i.e. baseball, amateur boxing, amateur wrestling, soccer, badminton, skiing, volleyball, amateur basketball, track and field and figure skating).

3. Other Sports Services. There was a wide array of other services provided and duties carried out by the Sports and Recreation Branch. These other Branch functions are outlined and described more fully in the following pages.

(a) Consulting Services. Branch personnel were actively involved in the provision of consulting advice to numerous sport organizations and groups throughout the province. Branch functions in this regard covered a variety of topics such as methods of applying for government grants, participation in games competitions and any other administrative problems which arose. The availability of government sports consultants who had the expertise to deal with various problems permitted sport organizations to better utilize government support services and, in the process, improve the competence of a particular sport group.

(b) Affiliation with Saskatchewan Sport and Recreation Unlimited (S.S.R.U.) and Sask Sport. Related to its consulting services was the close working relationship that the Branch maintained with S.S.R.U. and Sask Sport. In the case of the S.S.R.U., the Branch not only helped to establish this non-profit organization in 1968 but afterwards continued to subsidize the operation of the S.S.R.U. Administrative Centre which served as the home of amateur sport and recreation bodies in the province. At this Administrative Centre in Regina, services were provided to over seventy sport, recreation and cultural member organizations of which, by 1976-77, some twenty-one established residency with full or part-time staff located in the centre. Emanating from the centre were such services as private and open office space, telephone answering services, printing and reproduction of materials, typing, collating, binding, mailing, board room, storage, videotape equipment and insurance. The

Administrative Centre also housed the Saskatchewan Sports Hall of Fame which the provincial government helped to establish in October, 1974 and then funded this permanent gallery each year. Over a five-year period government grants to the S.S.R.U. totalled $188,000 and to the Hall of Fame, $12,800 (See Table 39). During the 1977-78 fiscal year, plans were made for S.S.R.U. to move to a larger government-owned building which would be renovated at a cost of $500,000. This sum was to be split, with Sask Sport contributing $300,000 over a three-year period and the Saskatchewan Government paying the remaining $200,000 from the residual money left over as Saskatchewan's share of the Western Canada Lottery Minister's Fund (Clarke, 1977, Nicholls, 1977; Department of Culture and Youth Reports, 1972-77).

TABLE 39

SASKATCHEWAN GOVERNMENT GRANTS TO S.S.R.U., SASK SPORT AND THE SASKATCHEWAN SPORTS HALL OF FAME

Year Organization	1972-73	1973-74	1974-75	1975-76	1976-77	TOTAL
1. S.S.R.U.	$ 8,000	$17,000	$38,000	$55,000	$70,000	$188,000
2. Sask Sport	15,200	13,251	30,000	9,070	-	67,251
3. Saskatchewan Sports Hall of Fame	-	4,200	4,000	3,000	-	12,800

Source: Saskatchewan Public Accounts, 1972-76.

A second very close relationship existed between the Sports and Recreation Branch and Sask Sport, the provincial sport federation.[4] After it was incorporated in 1972, the Branch provided substantial funding to this body each year (See Table 39). Typical of the close cooperation between the public sector and this private sector body was an event which occurred in 1973 when the Saskatchewan Government awarded a license to Sask Sport to operate a Sweepstakes Lottery Program with profits to be allocated fifty percent to sport, forty percent to culture and ten percent to recreation. A Sask Sport Trust Fund was created to distribute the profits, and present on the decision-making committee was a government representative. When later changes were made to the lottery program after the formation of the Western Canada Lottery Foundation in 1974, Sask Sport remained as the government's designated agency responsible for the lottery program in Saskatchewan (Department of Culture and Youth Annual Reports, 1973-76; Burnett, 1976). This was in contrast to the lottery structures of the other three western provinces, each of which developed its own type of system within the overall cooperative venture of the Western Canada Lottery Foundation.

In other ways, such as through joint planning for the Saskatchewan Games and sponsorship of athlete assistance programs, the Sports and Recreation Branch and Sask Sport developed a close working relationship. A government official sat on the Sask Sport Board of Management and there were other government representatives on Sask Sport sub-committees to ensure a public sector opinion during any decision-making. While this relationship was not always harmonious, individuals such as Bill Clarke, (1976), Executive Director of the Sport and Recreation Branch, Dick Teece (1976), Executive Director of Sask Sport and Ernie Nicholls (1976), a Sask Sport board member, all expressed a similar sentiment that the relationship was a desirable one and in the better interests of sport in Saskatchewan. The Saskatchewan Government has to be given credit for guiding the development of the provincial sport federation and then ensuring that it had sufficient finances and government support while serving the needs of amateur sport in the province.

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[4] For a detailed examination of Sask Sport refer to E. Nicholls, "An Analysis of the Structure and Function of Provincial Amateur Sports Governing Collectives in Western Canada." Unpublished doctoral dissertation, University of Alberta, 1979.

(c) The Saskatchewan Coaching Development Program and Officials' Development Program. Tying in with the Department's leadership objectives, these two programs were given a high priority in the Branch's policy. As did most other provinces, in 1974 Saskatchewan joined the National Coaching Development Program. With a member of the consultant staff designated as the co-ordinator, the Branch was responsible for setting up various coaching courses in cooperation with provincial sport governing bodies, recreation boards and community colleges, the purpose being to try and upgrade coaching skills in the province (Department of Culture and

Youth Annual Report, 1975-76; Rogers, 1976).

In 1974-75 the Sports and Recreation Branch began the development of a provincial officiating program. Similar in many ways to the coaching scheme, the objective of the officials program was to provide more and better officials. In the same way that Ontario piloted the National Coaching Development Program, which was then made available to the other provinces, Saskatchewan served as the training ground for the officials' program. In 1974-75 the Sports and Recreation Branch carried out a survey on the state of officiating in Saskatchewan and the following year repeated the survey in other provinces; meanwhile, Sport Canada conducted a survey of national sport governing bodies. After further planning, the Branch went ahead with test piloting the program during 1977-78 with the hope of nationalizing the program in the near future (Department of Culture and Youth Annual Reports, 1975-77, Rogers, 1976).

(d) Dissemination of Materials and Information. Through the Provincial Library, the Sports and Recreation Branch was able to disseminate sport literature to any people or organizations desiring such information. Other materials directly available from the Department of Culture and Youth included films, filmstrips, slides, a videotape camera and recorder, stop watches and instructional manuals (Department of Culture and Youth Annual Report, 1975-76).

(e) Research and Conferences. To a limited degree the Sports and Recreation Branch was involved in some research endeavours. For example, in 1973, a Saskatchewan Hockey Task Force was set up to study the state of hockey in the province. The final report presented in April, 1974, contained some fifty-three recommendations, and one year after its release it was reported that action had been taken on fifty-one of these. In the Seventies, the Branch also co-operated with the Fitness and Amateur Sport Branch of the federal government to conduct the National Sport and Recreation Facility Survey and a Recreation for the Handicapped Survey (Department of Culture and Youth Annual Reports, 1973-76).

In a slightly different vein, the Branch sponsored a few notable conferences. One of these was a Child in Sport and Physical Activity Conference held in October, 1974. Likewise, there was government subsidization totalling $15,000 of a 1975 conference entitled Sport and Recreation as it Affects Women (Department of Culture and Youth Annual Reports, 1973-76).

(f) National and Interprovincial Communications. An important duty of the Sports and Recreation Branch was to serve as the provincial government liaison in national and interprovincial sport affairs. Consequently, the Branch worked with the Fitness and Amateur Sport Branch at the federal level on such federally-initiated projects as the previously noted surveys, Game Plan, the travelling sports caravan and other special programs. At the interprovincial level, the Branch maintained close contacts with other provinces especially through the Interprovincial Council for Sport and Recreation, a body which stimulated provincial cooperation on such projects as the National Coaching and the Officials' Development Programs. On a number of other occasions such as in dealing with national and provincial sport governing bodies or other sport groups, the primary government sport agency in Saskatchewan served an important liaison function (Clarke, 1976).

(g) Special Programs. In a few cases, the Sports and Recreation Branch undertook special programs. One such service was sponsorship of a five-day training camp held in December, 1974, in Saskatoon, the purpose of it being to assist individuals and associations in upgrading skills and in team selections for the 1975 Canada Winter Games in Lethbridge, Alberta. Again, in 1977, the Branch sponsored a similar training camp in preparation for the 1977 Canada Games in St. John's, Newfoundland (Department of Culture and Youth Annual Report, 1974-75; Seaman, 1976; Clarke, 1977).

Another special service, termed Operation Challenge, was essentially a youth leadership development program introduced in 1970. The purpose of this program was to train instructors in various activities (i.e. games, gymnastics, drama, skating, swimming, dance, arts and crafts) and these individuals then conducted community participant programs for youths aged five to thirteen. The program, however, was terminated following the 1976-77 fiscal year primarily as a result of budgetary restraints (Department of Culture and Youth Annual Reports, 1972-77; Young, 1976).

4. Miscellaneous Services. Outside of the Sports and Recreation Branch but still within the Department of Culture and Youth were a number of other services and programs related to sport. The Regional Services Branch, for instance, carried out important consultative duties in communities with much of this work directly affiliated to sport (i.e. program planning, conducting provincially sponsored coaching and officiating clinics, etc.). The same unit of the Department administered a very substantial community and regional recreation grants program. In 1976-77, these various grants programs (i.e. community recreation support, community recreation projects, community recreation directors, regional administrative assistance, and regional projects) totalled $768,500 and enabled many communities to enhance their sports and recreation programs in a variety of ways (Department of Culture and Youth Annual Report, 1976-77).

The Department was especially active in promoting youth leadership and employment programs through its Youth Employment Services Branch. A number of community recreation associations as well as provincial sport governing bodies and sport groups were able to hire student help under a comprehensive youth employment financial assistance program (Department of Culture and Youth Annual Report, 1975-76).

In the facilities area, the Department became involved through hiring a facilities consultant in 1974 in order to advise communities and organizations in the design, construction and operation of cultural and recreational facilities. Late in 1976 the Saskatchewan Government completed a consolidation of various recreation facilties programs previously scattered through a number of departments. The result was the introduction of a new four-year $26 million assistance program to municipalities for the development of recreation and cultural facilities (Tuck, 1976; Department of Culture and Youth Annual Report, 1975-76). A Recreation and Cultural Facilities Grant Division was established in 1976-77 to handle this new assistance scheme and to provide communities with personal consultative services on facilities. Also of significance was the formation of an interdepartmental grant review committee, the intention of which was to help to administer the program and to prevent a duplication of government services between departments. From November, 1976, until April 1, 1977, this immediately-popular program approved twenty-six projects which qualified for $606,200 in governmental funds (Department of Culture and Youth Annual Report, 1976-77; Saskatchewan Recreation and Cultural Facilities Grants, brochure).

Another area of departmental interest was a Social and Recreation Opportunities for the Handicapped Grant Program, initiated in 1975-76 and designed to provide up to $750 to community or provincial organizations ". . . for the development of sport, recreation or leisure-time services for the physically or mentally disabled through developing new programs or making existing programs more available." (Department of Culture and Youth Annual Report, 1976-77). During the first two years of the program, $21,622.95 was allocated to forty-one applications in 1975-76 and $36,562.62 to sixty applications in 1976-77. A second program, unique in its composition, was an Energy Assistance Grant Program for Ice Rinks which provided a grant according to the size and type of rink to a maximum of twenty-five percent of the energy costs. Over a three-year period this program yielded $8,925 in 1974-75, $91,983 in 1975-76 and $96,590 in 1976-77 (Department of Culture and Youth Annual Reports, 1974-1977).

The programs discussed in this miscellaneous section plus a number of other services unrelated to sport indicated a Department which had interests in the broad cultural and recreational field. While the most direct and obvious sports services remained the responsibility of the Sports and Recreation Branch, its concern was mainly with provincial sports matters particularly those relating to elite competitive sport; nevertheless, several prominent services affiliated with sport, were provided elsewhere in the Department, with communities' more recreational sport concerns being met by the Regional Services Division and the Cultural and Recreational Facilities Grants Division.

Miscellaneous Saskatchewan Government Involvement in Sport

During the 1970's a few other agencies of the Saskatchewan Government developed interests in the sporting field. For example, with respect to sports and recreational facility construction, both the Department of Municipal Affairs via its Winter Works Program and Community Capital Funds Program, and the Department of Tourism and Renewable Resources, operated capital expenditure programs which covered some construction costs of local sports facilities. These independent programs were in operation until 1976 when all cultural and recreational facility construction grants were consolidated into the new $26 million capital assistance program (Tuck, 1976). The Department of Tourism and Renewable Resources had other vested interests in the recreational field mainly through its administration of the province's provincial parks program. The same Department at one time even provided grants to winter carnivals, many of which incorporated sports activities into their program of events. Also of some interest was the assistance which the Department of Culture and Youth gave the Tourism and Renewable Resources Department to help train leaders (i.e. lifeguards, recreation personnel) for the provincial parks program (Balkwill, 1976; *Department of Tourism and Renewable Resources Annual Report, 1975*).

Other government agencies had limited interests in the sport area. The Department of Social Services was responsible for some recreation programs for senior citizens (Tuck, 1976). In the winter of 1976, the Saskatchewan Attorney-General, Roy Romanow, expressed grave concerns over the upsurge of violence in hockey and intended to use his Department to introduce regulations necessary to control this problem (Toronto Globe and Mail, February 26, 1976). As would be expected, the Department of Education maintained an affiliation with sport through school physical education and through athletic programs which incidentally received substantial administrative assistance from the Saskatchewan High Schools Athletic Association, a body subsidized to an extent by the Department of Education.[5] Added to this list was the Saskatchewan Government's involvement in lotteries, an area which it basically turned over to Sask Sport. Through the passage of the Interprovincial Lotteries Act in 1974, the government designated a non-profit sport organization to administer lottery affairs in the province; and yet, the public sector still maintained close supervision of this money-making scheme which generated large funding for sport purposes in Saskatchewan (Statutes of Saskatchewan, 1974:201). Finally, an interesting development in 1977 was the provincial government's decision to help subsidize seat expansion to Taylor Field, home of the professional Saskatchewan Roughrider football team, provided that costs were shared by the city of Regina[6] (Toronto Globe and Mail, February 17, 1977).

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[5] The Department of Education gave the S.H.S.A.A. the following grants: $5,000 in 1970-71; $5,000 in 1971-72; $15,000 in 1972-73; $10,000 in 1973-74; and $10,000 in 1974-75. After 1975 the S.H.S.A.A. became part of the Department of Education.

Extraprovincial Government Developments in Sport

A number of factors outside of the provincial government sphere had an important bearing on the development of sport in Saskatchewan during the 1970's. As in most other provinces, the federal government's presence in the sport field affected the Saskatchewan scene. Such programs as the Canada Games, Game Plan, the Olympic Lottery and a number of minor projects elicited federal-provincial co-operation, but although they contributed to a functioning national sport delivery system, several of these joint ventures were fraught with confict and problems.

The influence of other provinces was a very important factor affecting directions which sport took in Saskatchewan. This situation existed to some extent because, for many years, Saskatchewan's needs and resources in the sporting field were different than in other regions of the country. As a result, Saskatchewan did not have a provincial sport federation until 1972, a few years after most of its counterparts had similar bodies. Nor did provincial sport organizations receive substantial government funding until well into the 1970's. A positive feature of this slower development was that Saskatchewan, in some cases, was able to borrow tried ideas from other provinces and, as a result, implement effective sport service programs. Interestingly, of all the western provinces, the Saskatchewan Government and the provincial sport federation, Sask Sport, had the closest co-operation and least amount of conflict.

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[6] The province agreed to provide a $2.5 million grant and to match dollar-for-dollar, a proposed $1 million Roughriders' fund-raising campaign (Edmonton Journal, December 9, 1977).

In the private sector, provincial sport organizations became more competent bodies during the present decade, with Sask Sport serving as one of the best examples. With the increasing capabilities exhibited by sport associations, the Saskatchewan Government was more than willing to share in the administration and control of sport in the province. The existence of a body known as the Dairy Producer's Fitness Foundation, whose function was to provide some minor sports services (i.e. an annual awards banquet, assistance in conducting annual meetings, etc.) to smaller, less well-developed provincial sport governing bodies, indicated the ability of private sector sporting interests in Saskatchewan to develop in their own unique way (Green, 1976).

During the 1970's there were many other factors influencing sport development in Saskatchewan. The games phenomenon (i.e. Canada Games, 1975 Western Canada Games, Saskatchewan Games), which grew in scope, was one example. A steady increase of trained coaches and instructors, many of whom obtained appropriate educational and practical experience, also was an important factor. In addition, expanded and more effective municipal recreation programs furthered the promotion of sport in the province. Also of significance were the 1976 Olympic Games in Montreal, an event which had positive repercussions on the growth of sport services in Saskatchewan. And, of course, the emerging national trend towards lotteries being used to fund sport had a strong impact in the prairie province.

SUMMARY AND CONCLUSIONS

The first indication of any serious involvement in the sporting domain by the Saskatchewan Government came in 1944 when the Fitness and Recreation Division, commonly referred to as the Saskatchewan Recreation Movement, was established. Such a move was prompted by developments in B.C. and Alberta and, in particular, by the federal government's passage of the N.P.F.A. The motives behind the Saskatchewan Government's entrance into this field were linked to a concern for physical fitness in the midst of global conflict during World War Two, and secondly, to the fact that the federal government provided funds to provinces participating in this scheme. By 1948, the Fitness and Recreation Division shifted from its location in the Department of Public Health to the Department of Education where it was better able to deliver services to the school population with which it worked quite extensively in the provision of physical education and athletic programs.

The Division's involvement in sport also consisted of providing various services which enabled communities and sport groups to operate more effectively. In this regard it frequently gave organizational and financial assistance to leadership-oriented or special programs, especially to those communities or bodies exhibiting some degree of self support. During this period, the sport agency maintained a low status in the Department of Education hierarchy, as well as in the Saskatchewan Government, evident by its relatively small budget. However, senior government officials thought enough of the program to continue funding it despite the withdrawal of federal assistance in 1954.

With the onset of the 1960's, changes began to take place which, in effect, led to greater provincial government involvement in sport. In Saskatchewan, new developments were partly attributable to the renewed interest of the federal government through the 1961 F. and A.S. Act. By 1963, the structural make-up of the primary sport agency was altered with the establishment of the Continuing Education Branch in the Department of Education. The new structure lasted only a short period, until such time as a Liberal Government could introduce its policies regarding youth. The result was the formation in 1966 of the Provincial Youth Agency, a special government bureau which, as part of its mandate, assumed the role of the primary government sport agency in Saskatchewan.

From 1966 until 1972, during the history of the Provincial Youth Agency, there were several changes with respect to the government's involvement in sport. One reform was a large increase in provincial government funds expended on this area. Coupled with this was an increase in the number of government staff who were responsible for the provision of sports programs. By far, the most important change was a substantial increase in the quantity of sports services. Of special significance was the introduction of new grant programs to sport groups, involvement in the Canada Games, the formation of Sask Sport, the establishment of the Saskatchewan Sport and Recreation Unlimited Administrative Centre and expanded community recreation services (i.e. grants, program consultation). As part of the policy of the Youth Agency, emphasis was placed on various cultural, physical and social services benefiting the province's youth and while sports services were a major responsibility of the Youth Agency, they did not constitute its only interest.

In 1972, with an N.D.P. Government in the provincial legislature, the government established the Department of Culture and Youth and shortly after the Sports and Recreation Branch emerged as the primary government sport agency which was closely linked to another structure with sports concerns (i.e. Regional Services Branch). This was a critical development in that, for the first time, the government unit responsible for sport was given an important status within a departmental strucrure. By 1977, the Branch eventually expanded to ten professional staff who administered numerous sports services in Saskatchewan. These included: the provision of a more encompassing grants program than existed previously, new sports leadership concerns (i.e. officiating and officials certification); helping to co-ordinate games festivals such as the Canada Games, Western Canada Games and the provincial Saskatchewan Games; working on co-operative projects with Sask Sport; and a number of minor services. For the most part, the major sports services of the government as related to provincial matters and the elite competitive sports area were consolidated in the Sports and Recreation Branch. Similarly, the provincial government's sponsorship of other important sport-related services (i.e. facilities, recreation leadership, community recreation), which enhanced communities widespread interest in recreational sport, became quite substantial during the Seventies. The Department of Culture and Youth also developed specific agencies (e.g. Recreation Field Services Division) to administer sports programs usually in close cooperation with the Sports and Recreation Branch.

As a point of summary, in Saskatchewan, unlike the situation in some of the other western provinces, there tended to be less friction between the government and the provincial sports federation over the governance of sport. In fact by 1977, it appeared that the public and private sectors were working very cooperatively in trying to promote sporting interests in Saskatchewan. To a large extent, the provincial government must be credited with constructively expanding its role in sport over the years while, at the same time, not alienating private sector interests.

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CHAPTER V

A HISTORY OF PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN MANITOBA

After an early history dominated by the presence of the Hudson's Bay Company, Manitoba became the first province to enter Confederation following the enactment of the British North America Act in 1867. The Manitoba Act, proclaimed on July 15, 1870, largely resulted due to the opposition of Louis Riel and the region's Metis population towards being made merely one part of the newly-created Northwest Territories which Canada took possession of in 1870 (Morton, W.L., 1957: 117-120). After attaining provincial status in 1870, the development of the province was stimulated by an influx of immigrants who inhabited the region's fertile farm land and made agriculture the basis of the provincial economy.

Similar in some ways to Saskatchewan, Manitoba experienced long periods of good and bad times. A boom period following the turn of the century gave way to the unsettling conditions caused by the two World Wars and a Depression which eventually were replaced by the more stable era of the last twenty-five years. Because of its agricultural-based economy, particularly its wheat production, Manitoba was susceptible to varied economic conditions due to fluctuating world markets. Over the years there were attempts to diversify the economy through the development of mining, the production of hydro-electric power and the establishment of new industries, mainly in Winnipeg. Unfortunately, Manitoba was not endowed with an abundance of natural resources as were Saskatchewan and Alberta and, as a result, Manitoba during the recent period of prosperity on the prairies has not been in as enviable a position as its two neighbouring provinces to the west.

With regard to the history of provincial government involvement in sport in Manitoba, key time periods were determined for the province and designated as: 1870-1945; 1945-1955; 1955-1966; and 1966-1977. Sections were then organized on the same basis as in the three preceding chapters.

PROVINCIAL GOVERNMENT INVOLVEMENT IN SPORT IN THE EARLY PROVINCE: 1870 - 1945

During much of Manitoba's early history, the provincial government was minimally involved in sport, preferring to let such a field be administered by private sector interests. Without significant government input, sport still flourished and matured in the province as the number of sportsmen increased, leagues were formed and provincial championships were held, all within the confines of the provincial boundaries.

One connection between the public sector and sport was a series of grants given to sport-related groups. Table 40

TABLE 40

MANITOBA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1870-1945

Year	Sport Organization and Total	Annual Total
1884	1. Manitoba Rifle Association (M.R.A.) - $250	$250
1885	1. M.R.A. - 250	250
1886	1. M.R.A. - 125	125
1887	1. M.R.A. - 250	250
1888	1. M.R.A. - 250	250
1889	1. M.R.A. - 150 2. Western Rifle Association - 100	250
1890	1. M.R.A. - 125	125
1891	1. M.R.A. - 250	250
1892	1. M.R.A. - 250	250
1893	1. M.R.A. - 250	250
1894	1. M.R.A. - 250	250
1895	1. M.R.A. - 250	250
1896	1. M.R.A. - 250	250
1897	1. M.R.A. - 250	250
1898	1. M.R.A. - 250	250
1899	1. M.R.A. - 250 2. Dominion Rifle Association - 200	450
1900	1. M.R.A. - 250	250
1901	1. M.R.A. - 250	250
1902	1. M.R.A. - 350	350

Source: Manitoba Public Accounts, 1870-1945. There may, in fact, have been additional grants to sport groups, especially after 1902, hidden in such places as Miscellaneous Grants or Unforseen and Unprovided For Sections of Public Accounts. For example, the Canadian Olympic Association reported that it received money almost every four years from the Manitoba Government; yet, such grants were not specifically reported in Public Accounts.

outlines those bodies which benefited from such financial assistance, with the most prominent being the Manitoba Rifle Association (Manitoba Public Accounts, 1877-1945). A second type of governmental interest was in a regulatory sense, evident by the passage of the 1921 Act to Regulate and Control Boxing and Wrestling Exhibitions (Statutes of Manitoba, 1921:7). Furthermore, there was some government involvement in school sport through the Director of Physical Education in Manitoba and the Winnipeg Schools, Mr. Robert Jarman, who helped to organize and provide advice on athletic programs following his appointment in 1929 (Downie, 1961:84-87).

During the Depression years, the Manitoba Government joined in various cooperative programs with the federal government. One of these was participation in the Dominion-Provincial Youth Training Plan which had one project area consisting entirely of health and physical training and others partially devoted to this subject.[1] The motives behind the institution of such a program in Manitoba were summarized as follows:

> The transition from a compact, almost self-contained existence centering around the family, the church and the school became evident during the depression years in this Province. With time on their hands, and little or no planning on how to use it, the youth of the province, in particular, provided the authorities with a problem to solve. Youth training plans were evolved and physical fitness and recreational activity were given major prominence (Brief on the Promotion of Physical Fitness and Recreation in Manitoba, 1955:3).

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[1] Actually the Manitoba Government established youth training centres first on its own and then in co-operation with the federal government under the Youth Training Act (Physical Education and Recreation in Manitoba, 1958:4).

The Manitoba Department of Education coordinated the physical fitness end of this joint program, although the Departments of Labour, Agriculture, and Health were also involved in these projects to some extent. Anderson (1964:21,22) reported on the physical fitness side of this scheme:

> In 1938 the Dominion-Provincial Youth Training Plan organized Community Youth Centres which operated through the Department of Education. The outgrowth of this plan created the "Gimli Leadership Camp" operating for the first time in July, 1939. The leadership courses in physical training and recreation successfully established more than one hundred centres the following year.

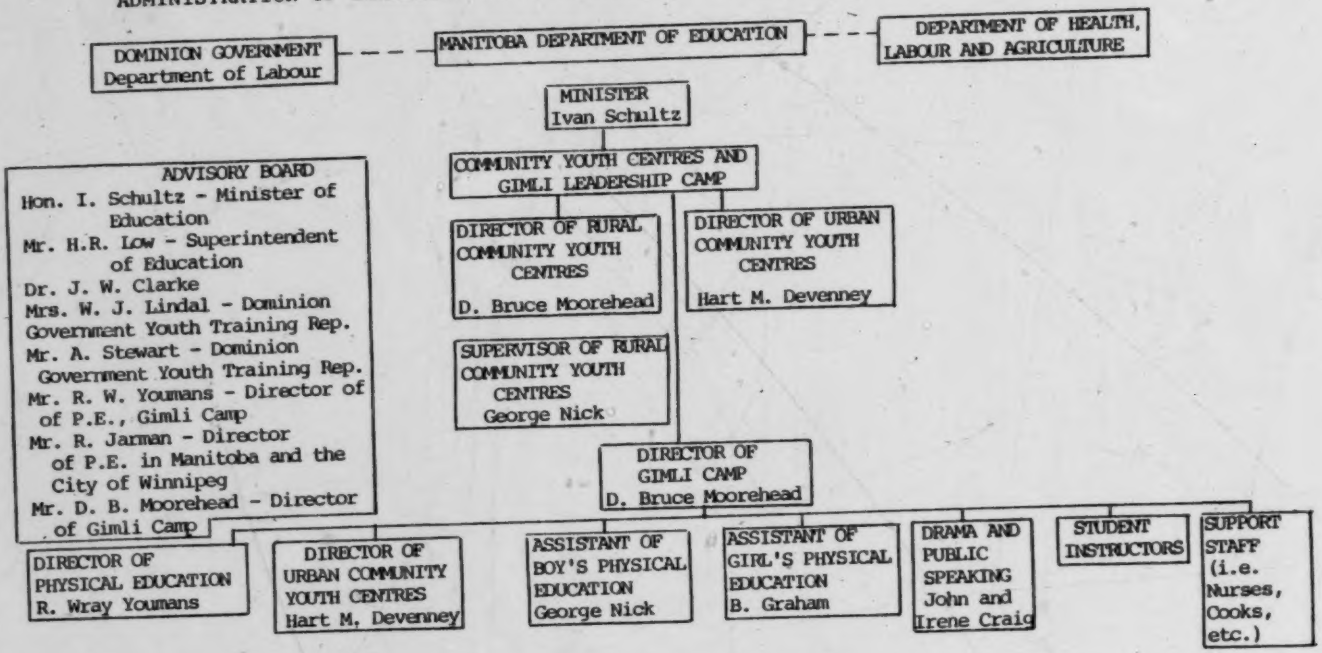
Such a program was primarily geared towards physical education instruction to a corps of teachers as well as to a non-teacher group at the Gimli Camp. As a result, teachers were then able to offer more effective physical education programs in schools and the non-teacher course graduates became responsible for conducting programs which involved some sports activities in the numerous community centres established across the province (Department of Education Annual Report, 1938-39:91-95).

While this program was not extensive enough to warrant its own major structural unit within the Department of Education, it did have an unusual administrative set-up. Community Youth Centres were administered under the Commission for the Employment of Single Men and Youth Training and they operated directly under the Department of Education, with the policy determined by departmental officials. An Advisory Board composed of provincial Department of Education officials, including the Minister, the Hon. Ivan Schultz, and Dominion Government Youth training representatives, also existed. Provincial government staff were hired to operate the Gimli Leadership Camp during the summer months and some of these employees were retained throughout the year to help supervise the Community Youth Centres. For example, D. Bruce Moorehead served a dual appointment as Camp Director and Director of Rural Community Youth Centres. Other individuals such as George Nick and Hart M. Devenney, both of whom worked at the Gimli Camp, also acted as Supervisor of Rural Community Youth Centres and Director of Urban Community Youth Centres, respectively, and were responsible for supervising the programs carried out at the various youth centres during the winter months (Department of Education Annual Report, 1939-40:107-112; Nick, 1976). Figure 21 represents the administrative structure of this small but somewhat complex federal-provincial program.

In an organizational sense, any community sponsoring a youth centre provided a central committee which was responsible for both the rent, light and heat of the building in which the centre operated and for raising funds for equipment. The committee also had to assist and support the local leader who had to have approved qualifications to act as a leader (i.e. attend the Gimli Leadership Camp). Meanwhile, the Department of Education supplied supervision, paid the remuneration of the leaders, set up courses, provided source material for courses and assisted with equipment costs. This

FIGURE 21

ADMINISTRATION OF COMMUNITY YOUTH CENTRES AND THE GIMLI LEADERSHIP CAMP: 1940


DOMINION GOVERNMENT
Department of Labour
MANITOBA DEPARTMENT OF EDUCATION
DEPARTMENT OF HEALTH, LABOUR AND AGRICULTURE
MINISTER
Ivan Schultz
ADVISORY BOARD
Hon. I. Schultz - Minister of Education
Mr. H.R. Low - Superintendent of Education
Dr. J. W. Clarke
Mrs. W. J. Lindal - Dominion Government Youth Training Rep.
Mr. A. Stewart - Dominion Government Youth Training Rep.
Mr. R. W. Youmans - Director of of P.E., Gimli Camp
Mr. R. Jarman - Director of P.E. in Manitoba and the City of Winnipeg
Mr. D. B. Moorehead - Director of Gimli Camp
COMMUNITY YOUTH CENTRES AND GIMLI LEADERSHIP CAMP
DIRECTOR OF RURAL COMMUNITY YOUTH CENTRES
D. Bruce Moorehead
DIRECTOR OF URBAN COMMUNITY YOUTH CENTRES
Hart M. Devenney
SUPERVISOR OF RURAL COMMUNITY YOUTH CENTRES
George Nick
DIRECTOR OF GIMLI CAMP
D. Bruce Moorehead
DIRECTOR OF PHYSICAL EDUCATION
R. Wray Youmans
DIRECTOR OF URBAN COMMUNITY YOUTH CENTRES
Hart M. Devenney
ASSISTANT OF BOY'S PHYSICAL EDUCATION
George Nick
ASSISTANT OF GIRL'S PHYSICAL EDUCATION
B. Graham
DRAMA AND PUBLIC SPEAKING
John and Irene Craig
STUDENT INSTRUCTORS
SUPPORT STAFF (i.e. Nurses, Cooks, etc.)

Source: Department of Education Annual Reports, 1938-41. This figure was an attempt to construct an organizational chart based on details in annual reports. It should be mentioned that the staff at the Gimli Camp varied each year, and, there were individuals in the areas of Assistant Director and Psychology, Assistant Director and Citizenship, Assistant of Boxing and Swimming, Handicrafts and Health Instructor. Meanwhile, Student Instructors were used to teach general physical education courses as well as specific activities (i.e. skipping, folk dancing, tap dancing, swimming, pyramid building, tumbling, boxing, Medeau ball and Indian clubs, volleyball, group games, track and field and weight lifting).

financial assistance to a new centre consisted of a grant of $25 worth of approved equipment with additional equipment purchased shared on a dollar for dollar basis (Department of Education Annual Report, 1939-40;107).

In terms of its relationship to sport, this particular program had some affiliation because sports courses formed part of the Gimli Camp curriculum as well as a significant proportion of the activities taught at many of the Community Youth Centres. In some respects, this scheme resembled similar efforts conducted through B.C.'s Pro-Rec program and the work of Alberta's Health and Recreation Branch.[2] Unfortunately, Manitoba's program lasted only three years; the entire scheme was dropped on May 1, 1941, due to the demands of the war effort (Nick, 1976).

THE MANITOBA PHYSICAL FITNESS PROGRAM: 1945 - 1955

Background

As was the situation elsewhere in Canada, World War Two helped to take Manitoba out of the dreaded depression era. For Manitoba, assistance with the national war effort meant that "It was wheat and other foodstuffs that the war demanded of the province, as well as its base metals and wood pulp."

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[2] For additional details on Manitoba's program, the reader is referred to D.A. Downie, "A History of Physical Education in the Public Schools of Manitoba" Unpublished M.Ed. Thesis, University of Manitoba, 1961 and D.F. Anderson, "The History of Physical Education in the City Schools of Winnipeg," Unpublished master's thesis, the University of California at Los Angeles, 1964.

(Morton, W.L., 1957:446). Many of the province's inhabitants were also engaged in the armed forces while those at home kept the province's industry operating at peak capacity.

On the political front, a coalition government was formed in 1940 in an attempt to more effectively govern the province during the troubled times of war. This new government was, in fact, not a true coalition but a joint, non-partisan, administration of Liberal-Progressive, Conservative, C.C.F. and Social Credit ministers (Bellamy et al., 1976:58). When the war came to a close, this form of government continued in anticipation of a post-war depression (Donnelly, 1963:65).

On the contrary, a very prosperous period followed the termination of World War Two. Agriculture flourished as there was greater diversification with the addition of new farm commodities (e.g. honey,sunflowers) and successful attempts at rural electrification modernized the farm industry. Industry, mining and hydro-electric power developed during this boom period and Winnipeg grew as a result of the province's healthy economy. However, Manitoba's 1951 census of 776,541 revealed that the thousands of Manitobans who had left the region during twenty years of depression and war had caused the province to have the second lowest rate of population increase in Canada between 1941 and 1951 (Morton, W.L., 1957:464-466). The post-war prosperity brought this exodus to a halt and the province was once again able to look to the future with some optimism. During these "good" times, the coalition-style government held together until 1950. At that time it broke down somewhat and was displaced by a combined Liberal-Conservative Government which remained in power until 1958 (Donnelly, 1963:65).

Some very important developments took place with regard to Manitoba Government involvement in sport during these years. This was directly attributed to the passage of the federal government's 1943 N.P.F.A., a move which prompted the Manitoba Government to re-institute sports services. Following the passage of the Manitoba Physical Fitness Act in 1945, a special government administrative unit was formed and it became responsible for delivering a broad program of physical fitness, recreation and sports services.

Structure of the Bureau of Physical Fitness (and Recreation)[3]

When the Manitoba Physical Fitness Act was assented to on March 23, 1945, it led to the formation of the Bureau of Physical Fitness within the Department of Health and Public Welfare (Statutes of Manitoba, 1945:211). Throughout its existence, this small administrative unit remained one part of the Division of General Administration of the Department and the only major structural revision was a retitling of the agency to the Bureau of Physical Fitness and Recreation, a change brought about on April 20, 1951, with the passage of An Act to Amend the Manitoba Physical Fitness Act (see Figure 22) (Statutes of Manitoba, 1950-51:215).

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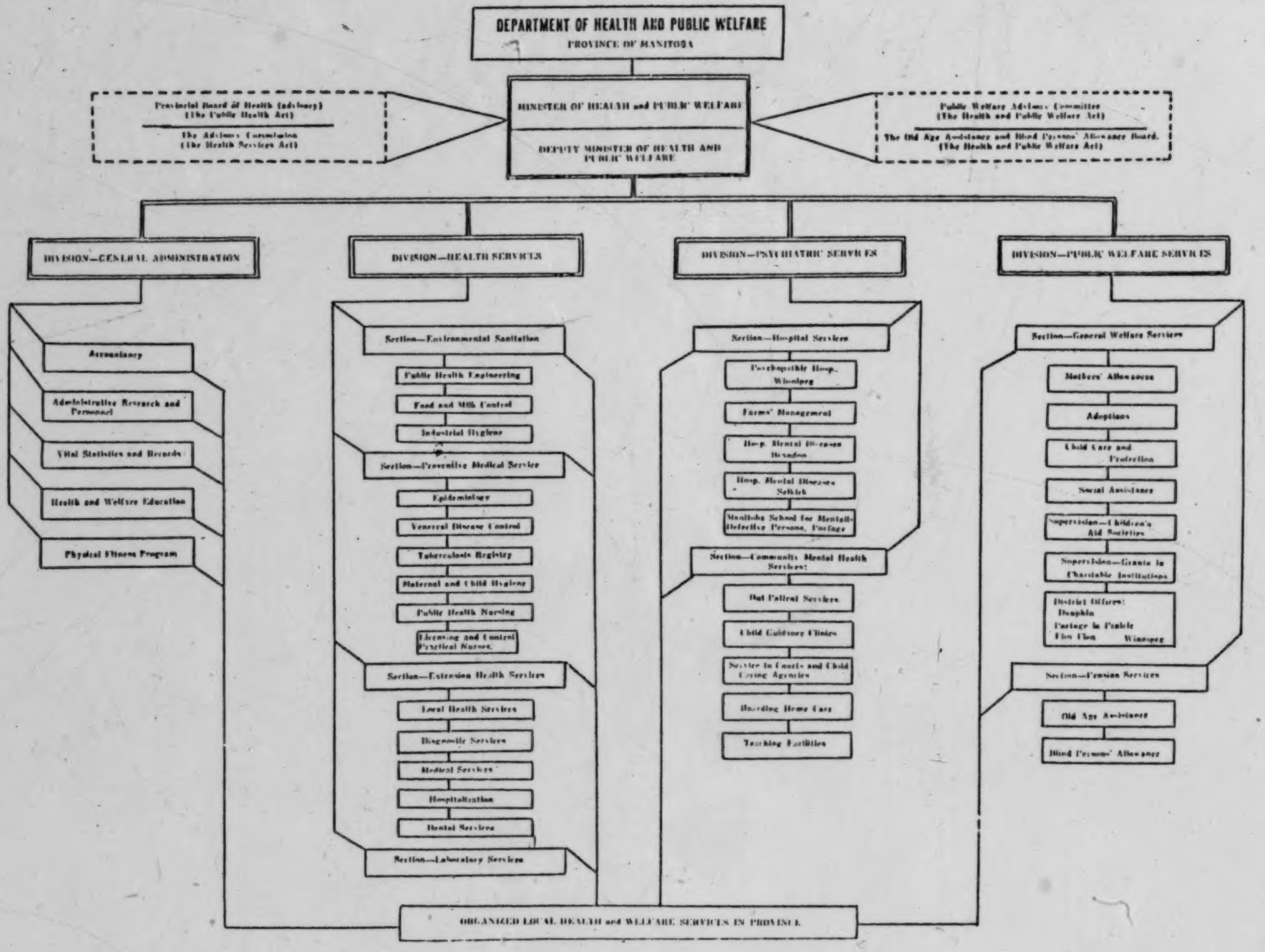
[3] On some occasions this government agency was referred to as a Division (e.g. 1952 Annual Report of the Department of Health and Public Welfare); however, to maintain consistency the title of Bureau was used throughout this section.

From a staff point of view, there was a small amount of growth of this government structure over the years. It was originally established in 1945, with Mr. R. Wray Youmans serving as the Acting Director of Physical Fitness until June of 1945 when Hart M. Devenney was appointed to the Directorship. Assisting the Director was Mr. George Nick who assumed the position of Senior Field Supervisor of Physical Fitness. Two other appointments to the Bureau were Mr. George Senyk as Field Supervisor in 1947 and Arva Stewart in 1948, additions which brought the Bureau's complement of professional staff to four. The presence of one clerical staff made the agency a small government unit which never exceeded five. A significant change in the personnel occurred in 1951 when George Nick, who was on educational leave from the Bureau since 1947, and then briefly left government service to assume teaching duties at the University of Toronto, returned to the agency in the position of Assistant Director of Physical Fitness and Recreation (Nick, 1976). In this newly-created position, Mr. Nick also worked in close co-operation with the Department of Education, in particular, as an instructor of physical education to student teachers at the Provincial Normal School in Tuxedo. In 1954, the Bureau's professional woman staff member, Arva Stewart, departed and reduced the Bureau's overall

FIGURE 22

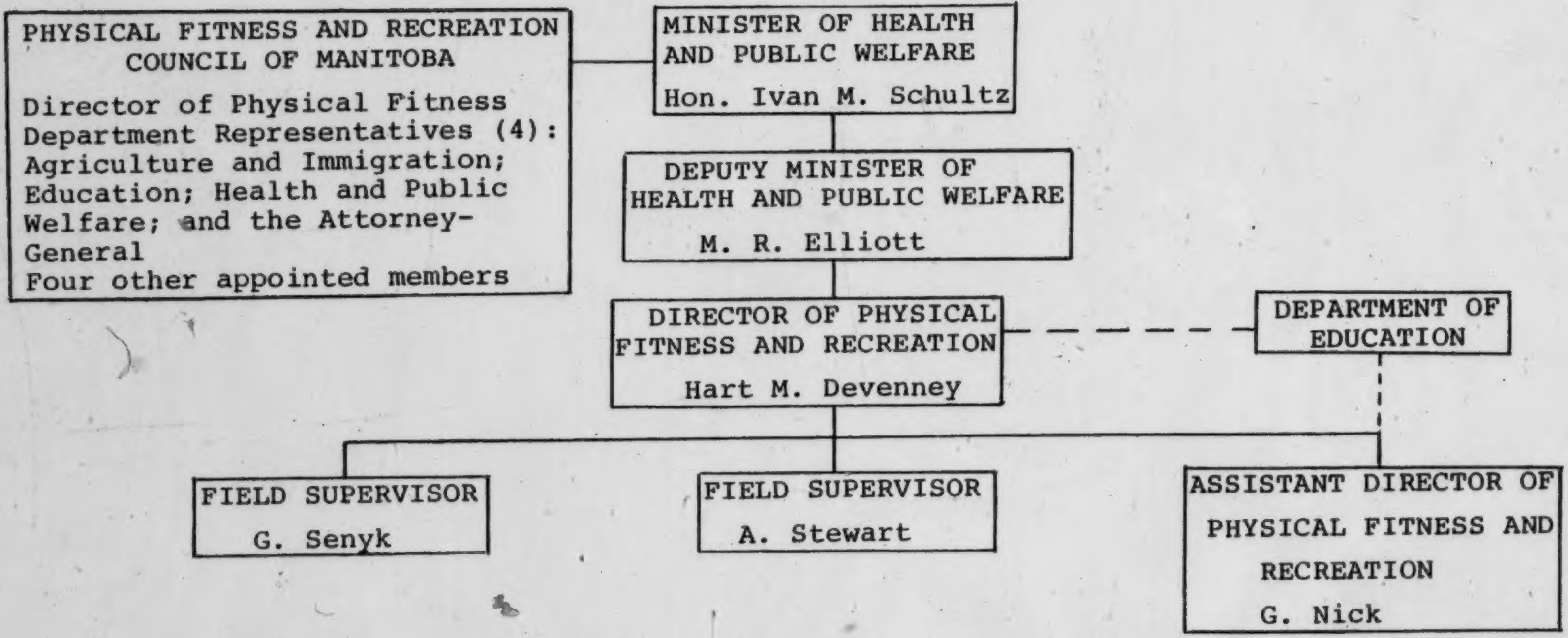

DEPARTMENT OF HEALTH AND PUBLIC WELFARE
PROVINCE OF MANITOBA
Provincial Board of Health (advisory) (The Public Health Act)
The Advisory Commission (The Health Services Act)
MINISTER OF HEALTH and PUBLIC WELFARE
DEPUTY MINISTER OF HEALTH AND PUBLIC WELFARE
Public Welfare Advisory Committee (The Health and Public Welfare Act)
The Old Age Assistance and Blind Persons' Allowance Board. (The Health and Public Welfare Act)
DIVISION—GENERAL ADMINISTRATION
Accountancy
Administrative Research and Personnel
Vital Statistics and Records
Health and Welfare Education
Physical Fitness Program
DIVISION—HEALTH SERVICES
Section—Environmental Sanitation
Public Health Engineering
Food and Milk Control
Industrial Hygiene
Section—Preventive Medical Service
Epidemiology
Venereal Disease Control
Tuberculosis Registry
Maternal and Child Hygiene
Public Health Nursing
Licensing and Control Practical Nurses.
Section—Extension Health Services
Local Health Services
Diagnostic Services
Medical Services
Hospitalization
Dental Services
Section—Laboratory Services
DIVISION—PSYCHIATRIC SERVICES
Section—Hospital Services
Psychopathic Hosp., Winnipeg
Farms' Management
Hosp. Mental Diseases Brandon
Hosp. Mental Diseases Selkirk
Manitoba School for Mentally Defective Persons, Portage
Section—Community Mental Health Services:
Out Patient Services
Child Guidance Clinics
Service to Courts and Child Caring Agencies
Boarding Home Care
Teaching Facilities
DIVISION—PUBLIC WELFARE SERVICES
Section—General Welfare Services
Mothers' Allowances
Adoptions
Child Care and Protection
Social Assistance
Supervision—Children's Aid Societies
Supervision—Grants to Charitable Institutions
District Offices: Dauphin Portage la Prairie Flin Flon Winnipeg
Section—Pension Services
Old Age Assistance
Blind Persons' Allowance
ORGANIZED LOCAL HEALTH and WELFARE SERVICES IN PROVINCE

Source: Department of Health and Public Welfare Annual Report, 1951 size (Department of Education Annual Reports, 1951-1954; Nick, 1976). Otherwise, the agency operated as a fairly stable government structure during its ten-year history and was not prone to constant administrative shuffling (See Figure 23).

As set out in the provincial legislation of 1945, a Manitoba Physical Fitness Council was formed for the purpose of providing advice to the Minister of Health and Public Welfare on matters pertaining to the province's physical fitness program (i.e. recommendations for grants, program direction, etc.). At the outset, this Council was formed from a number of ex-officio government officials: the Minister of Health and Public Welfare; the Deputy Minister of Health and Public Welfare; the Director of Physical Fitness; three members from the staff of the Department of Health and Public Welfare; and one member from each of the staffs of the Departments of Agriculture and Immigration, Education and the Attorney-General. In addition, ten members were appointed by the order of the Lieutenant-Governor-in-Council (Statutes of Manitoba, 1945:212). A major reform to this Council occurred in 1951 when it was retitled the Physical Fitness and Recreation Council of Manitoba and was reduced to a nine-person body: the Director of Physical Fitness; four members appointed by the Lieutenant-Governor-in-Council from the permanent staff of the Department of Agriculture and Immigration, Education, Health and Public Welfare, and the Attorney-General;

FIGURE 23

ORGANIZATIONAL STRUCTURE OF THE BUREAU OF PHYSICAL FITNESS AND RECREATION: 1951


PHYSICAL FITNESS AND RECREATION COUNCIL OF MANITOBA
Director of Physical Fitness
Department Representatives (4): Agriculture and Immigration; Education; Health and Public Welfare; and the Attorney-General
Four other appointed members
MINISTER OF HEALTH AND PUBLIC WELFARE
Hon. Ivan M. Schultz
DEPUTY MINISTER OF HEALTH AND PUBLIC WELFARE
M. R. Elliott
DIRECTOR OF PHYSICAL FITNESS AND RECREATION
Hart M. Devenney
DEPARTMENT OF EDUCATION
FIELD SUPERVISOR
G. Senyk
FIELD SUPERVISOR
A. Stewart
ASSISTANT DIRECTOR OF PHYSICAL FITNESS AND RECREATION
G. Nick

Source: Department of Health and Public Welfare Annual Report, 1951 (Modified and Revised).

and four other persons appointed by the Lieutenant-Governor-in-Council (Statutes of Manitoba, 1951:216). Over a ten-year period, this body regularly met twice a year, with additional executive meetings, and its recommendations were, more often than not, heeded by the minister (Department of Health and Public Welfare Annual Reports, 1945-1955).

Under such a structural organization, the Bureau of Physical Fitness and Recreation operated as a very small unit of the Health and Public Welfare Department. In the governmental bureaucracy it remained a low priority as reflected by its rather meagre annual budgets which never surpassed $31,282.62 in a Department whose total the same year (1954-55) was $11,740,163.72 (See Table 41). Also indicative of its low status was a comment contained in the 1948 Annual Report of the Department of Health and Public Welfare (p. 56) in which the Director noted that "We are still overcrowded in our office. Our staff of five share office space with the School Attendance Branch of the Department of Education." A special structural feature was that the Bureau maintained a very close affiliation with the Department of Education due to its activities in the physical education field. Interestingly, the Department of Education regularly carried accounts of the Bureau's work as related to physical education in the Department's annual reports.

TABLE 41

ANNUAL BUDGETS OF THE BUREAU OF PHYSICAL FITNESS AND RECREATION: 1945-1955

Year	Salaries	Other Expenses	Total	Federal Government Contribution*
1945-46	$ 4,357.92	$10,621.89	$14,979.81	2,744.44 (18%) [$2,092.44]
1946-47	5,544.37	12,575.47	18,119.84	8,826.87 (49%) [7,484.92]
1947-48	6,186.76	7,683.79	13,893.55	8,958.27 (65%) [7,933.66]
1948-49	9,233.28	6,527.10	15,760.38	6,979.84 (44%) [5,997.84]
1949-50	10,944.67	6,431.87	17,376.54	7,540.14 (43%) [7,237.93]
1950-51	11,422.63	8,806.61	20,249.56	8,607.07 (43%) [8,250.97]
1951-52	15,352.80	11,425.97	26,778.77	9,838.27 (37%) [9,573.45]
1952-53	16,600.00	11,576.27	28,176.27	13,498.60 (48%) [13,125.96]
1953-54	18,547.92	8,783.85	27,331.77	12,859.75 (47%) [12,859.75]
1954-55	20,153.86	11,128.76	31,282.62	12,859.75 (41%) [12,859.75]

*Percentage of federal government contributions to total program is in brackets ( ).

Source: Manitoba Public Accounts, 1945-1955; Sawula, 1977. Figures reported in brackets [ ] are taken from Sawula. Reasons for the slight discrepancy are uncertain other than Sawula's figures are taken from federal documents which may be on a different fiscal year, or else, it might possibly be a result of the amount the Manitoba Government was appropriated and the total it actually expended.

Sport-Related Programs

The basic function of the Bureau of Physical Fitness and Recreation could be classified as a broad recreation and physical education approach geared primarily at the community level and schools, respectively. Downie (1961:40) provided a good summary of the Bureau's activities, commenting that:

> . . . the Physical Fitness and Recreation Division did a great deal of work in co-operating with other groups to provide leadership courses, advising communities on plans for recreational centres, providing leadership refresher courses, giving assistance to schools in the conducting of track and field meets, team game events, planning of grounds, provision of rules and pamphlets, revising school curricula . . . and giving talks and providing clinics to groups of teachers throughout the province.

Within the overall program there was some provision for sports programs. For example, one of the powers of the Minister of Health and Public Welfare with respect to the provincial physical fitness program was to ". . . encourage, develop, and correlate, all activities relating to development of the people through sport, athletics, and other pursuits" (Statutes of Manitoba, 1945:211). Although the Bureau did not provide a great variety of sports services, George Nick (1976), a former Assistant Director of Physical Fitness and Recreation, felt that generally there was some leadership at the governmental level to enable agencies and sport groups to serve and assist and that there was a good combination of fitness and recreation activities which included sports. Yet, Manitoba appeared to lag behind some of the other western provinces, especially in terms of financial and other assistance accorded to sport groups. Those sports services which were provided are now discussed within the context of the Bureau's primary concern for school physical education and community recreation.

1. Assistance to Sport Organizations. One function of the Bureau was the guidance and professional help it gave to organizations seeking help. In this regard, some sport groups received consulting advice and Bureau staff frequently sat on committees of sport governing bodies and sport groups enabling such organizations to have government input in their decision-making. The 1954 Annual Report of the Department of Health and Public Welfare (p. unknown) listed staff membership on the following sports committees: Suburban Schools Junior High Athletic Association; Suburban Schools Senior High Athletic Association; and the Junior Committee, Manitoba Curling Association.

A limited amount of financial assistance was accorded to sport organizations from the Bureau's annual budget as most of its expenses went towards salaries and other administrative costs. Usually the annual grant total rarely exceeded a few hundred dollars and was limited mainly to sport organizations promoting a special activity in the schools (See Table 42). An exception was the quadrennial support given to the

TABLE 42

MANITOBA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1945-1955

Year	Sport Organization and Grant Total	Annual Total
1944-45	1. Manitoba Curling Association - 300	$ 300
1945-46	n.a.	n.a.
1946-47	1. Manitoba Junior Bonspiel - 200	200
1947-48	1. Manitoba High School Boys Bonspiel - 400	400
1948-49	1. Manitoba Physical Education Association - 200; 2. Manitoba High School Bonspiel - 200; 3. Canadian Olympic Association - 2,000	2,400
1949-50	1. Manitoba Curling Association - 200; 2. Manitoba Ski Zone - 200	400
1950-51	1. Manitoba Cricket Association - 150; 2. Manitoba Curling Association - 200; 3. Manitoba Physical Education Association - 200	550
1951-52	1. Manitoba Curling Association - 200; 2. Canadian Olympic Association - 2,000	2,200
1952-53	1. Canadian Association for Health, Physical Education and Recreation - 150; 2. Manitoba Curling Association - 350	500
1953-54	1. Canadian Association for Health, Physical Education and Recreation - 150	150
1954-55	1. British Empire and Commonwealth Games Association - 1,000; 2. Canadian Association for Health, Physical Education and Recreation - 250; 3. Manitoba Curling Association - 350	1,600

Source: Manitoba Public Accounts, 1945-1955. Some grants may have been inadvertently missed as it was often difficult to trace those organizations receiving funds in Public Accounts.

Canadian Olympic Association starting in 1948 and coinciding with each Olympic year. The procedure for obtaining funds was the submission of a proposal to the Physical Fitness and Recreation Council which would then make a recommendation to the Minister. A perusal of Table 42 reveals that certain bodies such as the Manitoba Physical Education Association and the Manitoba Curling Association were the most regular recipients of this government aid.

2. Assistance to School Sport. As evident in the previous section, the Bureau was actively engaged in school sport in various ways. Besides sitting on committees for school-related sport organizations and providing funding to bodies conducting school sports activities, the Bureau undertook other duties as well. In addition to giving a yearly regular grant to the Manitoba Physical Education Association to help conduct the Annual Provincial High School Track and Field Meet, staff of the Bureau helped with the organization of this event. Similar administrative assistance was given in the hosting of the Annual Suburban Schools Swimming Meet, first held in 1948, the Annual High School Curling Bonspiel and the Provincial High School Basketball Playdowns. Usually this organizational assistance was in conjunction with the respective sport governing organizations (Department of Health and Public Welfare Annual Reports, 1945-1955). Further indication of the Bureau's strong interest in this area was staff attendance in 1953 at ten school field days

(Department of Health and Public Welfare Annual Report, 1953: 43).

3. Other Sports Services. A few other types of Bureau services were of direct benefit to sport in Manitoba. One important function was a library which contained limited sports material (i.e. films, manuals) as well as the dissemination of sports literature, especially literature provided by the Division of Physical Fitness of the federal government. Secondly, some communities and organizations were the recipients of sports equipment made available by the Bureau at cost plus tax. And, during Bureau-sponsored leadership courses held at Gimli, all sports equipment was provided by the Department of Education. Finally, the agency had an important function as Manitoba's representative concerning national and interprovincial sport affairs, as the Director of the Bureau, Hart Devenney, served on the National Physical Fitness Council and also dealt with other provinces on mutual topics of interest (Department of Health and Public Welfare Annual Reports, 1945-1955).

4. Miscellaneous Services. Over the years the Bureau developed a number of other programs some of which were related to sport. For example, the Bureau regularly sponsored leadership courses both on its own and in cooperation with other groups. Such courses were geared towards upgrading the skills of community recreation leaders as well as teachers

wishing to instruct physical education. As Devenney (1948:6) reported:

> This leadership must have skills with which to teach activities on a broad base, not only in physical recreation but in social and cultural recreation. The Division of Physical Fitness in Manitoba has emphasized this ever since its inception.

The training sessions held to develop leadership personnel were conducted throughout the province, or at Gimli, with one of the largest being the Gimli Summer School Course (Department of Health and Public Welfare Annual Reports, 1945-1955).

The Bureau also acted as a consultant to communities through staff visits and talks to community groups. This consulting often dealt with the construction and operation of local recreation facilities, in particular, the numerous community recreation centres which were opened across the province during this period. The Bureau even had a public relations role in the promotion of physical fitness and this was carried out through radio broadcasts and articles. As well, professional guidance was given to schools with respect to their physical education and athletic programs (Department of Health and Public Welfare Annual Reports, 1945-1955).

Miscellaneous Manitoba Government Involvement in Sport

A few other Manitoba Government agencies were engaged in minor activities related to sport. Often such interest was carried out through programs designed in conjunction with the work of the Bureau of Physical Fitness and Recreation. For example, the Department of Education was involved in school physical education and athletics but it channelled this activity through co-operative programs with the Bureau. In fact, the government's physical fitness agency estimated that one-half of its time and energies were devoted to school physical education and atheltic programs (Downie, 1961:88-91).

Another instance of interdepartmental co-operation was work which the Bureau carried out with the Department of the Attorney-General to develop recreation and physical fitness programs for inmates in the provincial jails (Department of Health and Public Welfare Annual Report, 1945:63). A similar co-operative arrangement was undertaken between the Bureau and the Department of Agriculture wherein staff of the Bureau of Physical Fitness and Recreation served as recreation consultants for certain Agriculture Department programs (Department of Health and Public Welfare Annual Report, 1952:45). And, in the 1950's, the provincial government became involved in the development and maintenance of public recreation facilities through both the Forestry and Land Branches of the Department of Mines and Natural Resources (Physical Education and Recreation in Manitoba, 1958:8).

Extraprovincial Government Developments in Sport

Several outside factors contributed to the development of sport in Manitoba and affected the support given by the provincial government to this field. The passage of the federal government's N.P.F.A. had a direct bearing on influencing the Manitoba Government to assume some responsibility for a provincial physical fitness, recreation and sport program. With federal funding available under the N.P.F.A., the Bureau of Physical Fitness and Recreation was able to supplement its annual budget anywhere from eighteen to sixty-five percent during a given year. Developments in Manitoba were also dictated, to some extent, by events in other provinces. Because the National Physical Fitness Council served as a forum for provincial views, this body had an impact on activities undertaken in the provinces.

In Manitoba, community recreation developed quickly as sports facilities improved and greater numbers of programs were offered. For example, Downie (1961:90) reported that in 1946 ". . . twenty communities outside of Winnipeg had organized their plans for recreational programs", a substantial increase over earlier years. In 1955, another source reported that "Since 1945 in Manitoba upwards of 50-60 new community halls, at least 25 skating rinks, as many or more curling rinks, two dozen equipmented playground sites and and numerous special activity facilities, have been constructed." (Brief on the Promotion of Physical Fitness and Recreation in Manitoba, 1955:9). More trained leaders also evolved to instruct both school physical education and community recreation programs, and this change could partially be attributed to the emphasis that the Bureau of Physical Fitness and Recreation placed on leadership courses. The start of an optional physical education course for education students at the University of Manitoba in 1950-51 further indicated the trend towards upgrading leadership clientele in the province (Downie, 1961:73).

Certain private sport-affiliated organizations also were responsible for instigating changes in Manitoba. One such body was the Manitoba Physical Education Association which actively supported school sport and, in this regard, often worked in co-operation with the government sport agency. Over the years various sport organizations became more effective in offering expanded programs, although many of these bodies remained in the embryonic stage in terms of their organizational capabilities. On the national scene, the staging of the First Annual Meeting of the Sports Governing Bodies of Canada in 1949 reflected the administrative growth of sport in Canada as a whole. Manitoba as one province in this confederation was undergoing similar organizational growth and change during this time period.

THE PRIMARY MANITOBA GOVERNMENT SPORT AGENCY: 1955 - 1966

Background

Manitoba in the mid 1950's was not unlike its neighbouring western provinces of Saskatchewan and Alberta; that is, while there was still a heavy reliance on wheat and farm commodities, other sectors of the economy (i.e. hydroelectric power, mining) were becoming increasingly important. With Winnipeg housing eighty percent of the province's urban population, Manitoba's only major city served as the industrial centre of the region (Bellamy et. al, 1976:56). There was some growth in the provincial population which by 1961 numbered 921,686 inhabitants, a nineteen percent increase over a ten-year period.

On the political scene, a very important development occurred when the Progressive Conservatives led by Duff Roblin ascended to power in 1958. The effect was that after nearly twenty years of a coalition-style government and nonpartisanship, the Conservatives were ". . . credited with re-introducing partisanship into Manitoba politics" (Bellamy et. al., 1976:58). As the new governing party, the Conservatives remained secure in this position for over a decade, during which time they managed to introduce a number of new policies in various fields, including that of the sport domain.

A resumption of the more normal pattern of party politics came at a very crucial time in the history of Manitoba Government involvement in sport. In 1954, the federal government passed Bill 475, An Act to Repeal the National Physical Fitness Act which effectively left the provinces entirely on their own. Most responded by maintaining some type of physical fitness, recreation and sport programs. Manitoba was an exception.

On February 16, 1955, the Manitoba Legislature repealed its Physical Fitness Act despite opposition from many officials of professional and sport organizations who wished to maintain a program. Prior to the repeal of this provincial legislation, the Manitoba Physical Fitness and Recreation Council took a definite stance against such a move in a lengthy report completed in January, 1955, at a time when the provincial government was suggesting a termination of the program. The opinion of the Council was that:

> . . . a grave mistake would be made by the Government of Manitoba if they were to put forward the proposal to the coming meeting of the Legislature for a repeal of the Manitoba Act. It is definitely felt that such action would be a retrogressive step; (Brief on the Promotion of Physical Fitness and Recreation in Manitoba, 1955:14).

Opposition came from other groups as well and as one source noted:

> Before, during and after the repeal of the Manitoba Physical Fitness and Recreation Act, delegations representing the Advisory Council on Physical Fitness and Recreation in Manitoba, the Manitoba Branch of the Canadian Association for Health, Physical Education and Recreation, and numerous professional and recreational groups made representation to have services, which were provided for in the Act, continued. These representations were not successful (Physical Education and Recreation in Manitoba, 1958:1).

Despite the closure of the Bureau of Physical Fitness and Recreation, lobbying continued in Manitoba to try to reverse this decision. During the December 5, 1955 meeting of the Recreation Division of the Welfare Council of Greater Winnipeg, there was a motion to form the Manitoba Recreation and Physical Education Committee; its express purpose was to conduct a study of provincial needs in physical education so that subsequent recommendations could be made based on actual fact (Physical Education and Recreation in Manitoba, 1958:1). An extensive period of lobbying by this Committee began during which time it met with Premier Campbell and other Cabinet ministers to solicit provincial support for the proposed study. The reluctance of the Premier and the Manitoba Government to maintain a physical fitness program stemmed from the fact that they were discouraged and upset with the federal government's history of pulling out of joint programs and so did not wish to continue supporting the physical fitness program (Nick, 1976; Daly, 1976). After the provincial government refused to support a study, the Committee approached the Federal Department of Health and Welfare which agreed to support an investigation if an official request came from the Manitoba Government. The Committee, led by Dr. Frank Kennedy, finally managed to persuade the provincial government to at least send an official request to Ottawa to have a study conducted (Downie, 1961: 92-92). Success was achieved on March 18, 1957, when the Legislature of Manitoba passed a resolution ". . . that the Government give consideration to the advantages of having a study of the provincial needs on physical education and recreation, as recommended by the Manitoba Recreation and Physical Education Committee." (Downie, 1961:93).

As a result of this resolution, a Survey Committee was appointed in July, 1957, with Dr. Frank Kennedy as Chairman and several other members of the original Manitoba Recreation and Physical Education Committee. In an interesting move, Andrew Currie, the newly-appointed (August 1, 1957) Director of Physical Education in the Department of Education, had as one of his primary functions the responsibility to serve as secretary of the Survey Committee until that project was completed (Downie, 1961:93-94). An exhaustive study was then undertaken and resulted in the document Physical Education and Recreation in Manitoba, a report which made recommendations in a number of categories. The report's recommendations were not immediately nor directly acted upon (Currie, 1976). However, the study did have a long-term effect which caused one observer to claim, nearly twenty years later, that ". . . most recommendations eventually became a reality, maybe not in the way originally envisioned." (Nick, 1976). The provincial government's immediate reaction to the report did not include making any significant changes to the assistance it accorded sport in the province. Instead, the Director of Physical Education, Andrew Currie, continued to provide very limited sports services until the early 1960's when federal legislation in the form of the F. and A.S. Act encouraged a more extensive Manitoba Government role in the physical fitness and sport field.

Structure of the Primary Manitoba Government Sport Agency

Although the Bureau of Physical Fitness and Recreation ceased to function in 1955, some concessions were made for continued services, albeit two years later when a Physical Education Branch was formed in the Department of Education. On August 1, 1957, Andrew Currie was hired as the first Director (Supervisor) of Physical Education, accompanied by a dual appointment as the Director of Civil Defense (Anderson, 1964:42).

In 1961, changes began to occur when the provincial government decided to become more active in the sport and recreation field, a move stimulated to a minor extent by the three-year old (1958) study, Physical Education and Recreation in Manitoba, and more importantly, by the federal government's 1961 F. and A.S. Act. Premier Duff Roblin and other government officials decided to pursue a community recreation orientation instead of anchoring the new scheme onto schools and through the existing Physical Education Branch as was recommended in the 1958 study. The provincial government's motives were linked to the fact that a community recreation program was the best means of attaining political mileage. Partially over disagreements with this approach, Andrew Currie resigned as Director of Physical Education in 1961 (Currie, 1976; Department of Education Annual Report, 1960-61:60). His position was eventually filled on August 18, 1963, by Mr. George Nick; in the meantime, another agency was formed to handle the proposed community recreation type of program.[4]

On May 1, 1962, An Act Respecting Fitness and Amateur Sport was assented to by the Manitoba Legislature (Statutes of Manitoba, 1962:63). As a result of this legislation, a Fitness and Amateur Sport Branch emerged in the Department of Welfare on May 15, 1962. The appointed Director was Mr. Al Miller who came to the agency with an extensive community and industrial recreation background from positions held in Ontario and Manitoba (Department of Welfare Annual Report, 1962-63; 33; Miller, 1978). The new Fitness and Amateur Sport Branch was somewhat of a misnomer as its program basically took a community recreation approach although it did provide more varied sports services than did the Physical Education Branch. Miller (1978) pointed out that the Branch took on such a title in order to imitate the federal government's Fitness and Amateur Sport Directorate established in Ottawa, and thereby enhance Manitoba's chances for receiving maximal federal assistance.

To aid in the operation of the Fitness and Amateur Sport Branch, an interdepartmental committee was formed within the Government to guide policies and services (Department of Welfare Annual Report, 1962-63:33). In addition, the provincial act called for the formation of a Manitoba Advisory Council whose composition and duties were outlined as follows:

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[4] Actually, after Mr. Currie's resignation, the Special Services Branch of the Department of Education took over the Director's duties until George Nick was hired to replace him in 1963.

> The Minister of Welfare is advised on policy matters by the Manitoba Advisory Council. The Council of twenty persons appointed for terms of up to three years are chosen for their interest and experience in community affairs. Members represent all areas of the province and meet several times a year to appraise and study the program (Department of Welfare Annual Report, 1965-66:44).

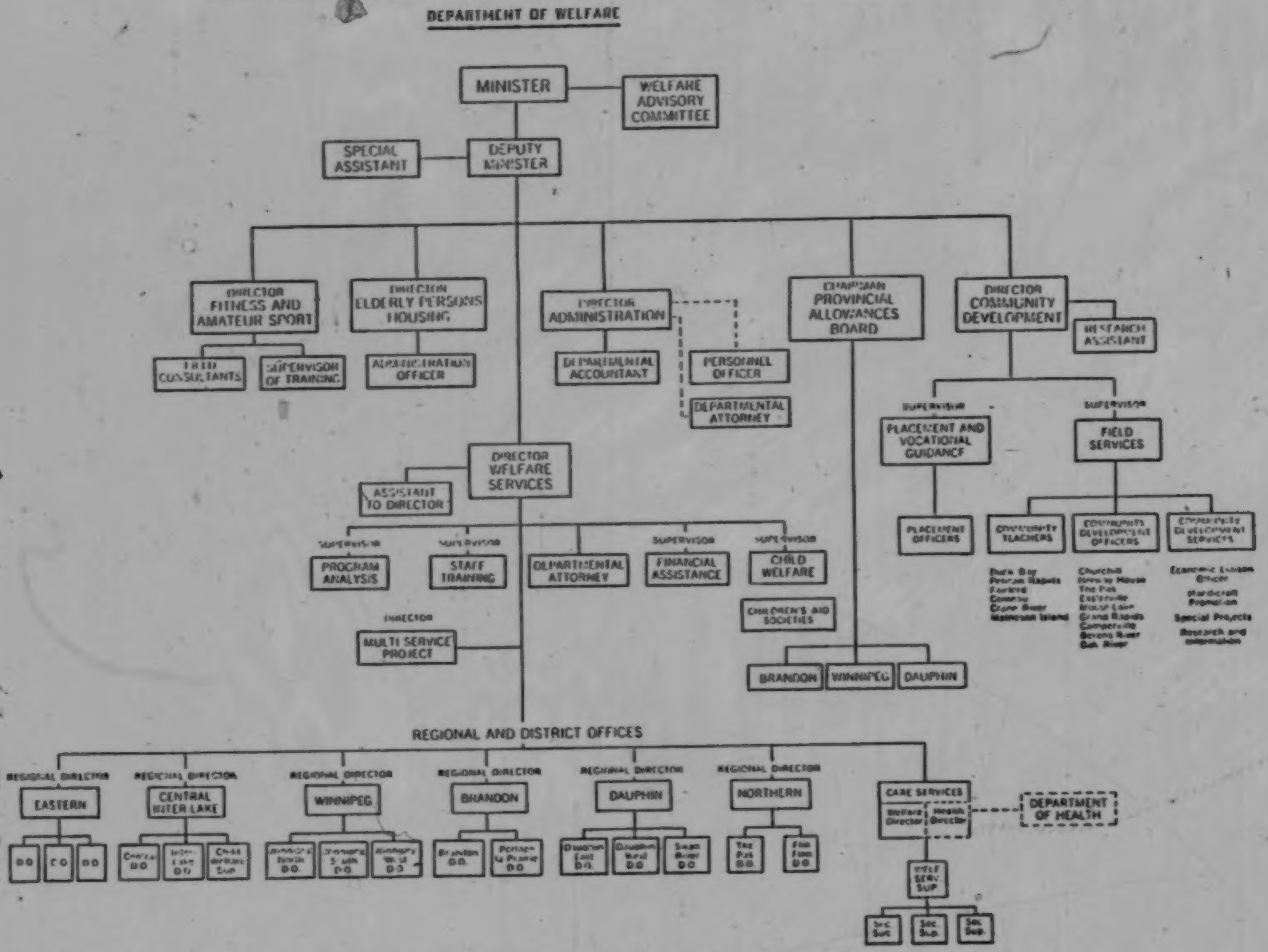
From a staff point of view, the Director of the Fitness and Amateur Sport Branch received assistance from other personnel to help in the administration of the program. By 1965-66, Branch staff included the Director, Al Miller, a Supervisor of Training, Gordon Hancock, and two Recreation Consultants, Gerry Maurice and Harry Sirett plus secretarial help (See Figure 24). Operating as a very small unit of the Department of Welfare, the Fitness and Amateur Sport Branch worked with a budget totalling $202,176.56 by 1965-66, which was greatly supplemented by federal government funds made available under the federal-provincial agreements of the F. and A.S. Act (See Table 43).

Sport-Related Programs

The Physical Education Branch's tenure as the primary government sport agency was short-lived, lasting only from 1957 until 1962. For the first year of the new agency's operation--from August 1, 1957 to June 30, 1958--its Director, Andrew Currie, was solely preoccupied with serving as secretary of the committee undertaking the report Physical Education and Recreation in Manitoba. After this study was completed, Mr. Currie then concentrated on school physical education and

FIGURE 24

ORGANIZATIONAL STRUCTURE OF THE DEPARTMENT OF WELFARE: 1964-1965


DEPARTMENT OF WELFARE
MINISTER
WELFARE ADVISORY COMMITTEE
SPECIAL ASSISTANT
DEPUTY MINISTER
DIRECTOR FITNESS AND AMATEUR SPORT
FIELD CONSULTANTS
SUPERVISOR OF TRAINING
DIRECTOR ELDERLY PERSONS HOUSING
ADMINISTRATION OFFICER
DIRECTOR ADMINISTRATION
DEPARTMENTAL ACCOUNTANT
PERSONNEL OFFICER
DEPARTMENTAL ATTORNEY
CHAIRMAN PROVINCIAL ALLOWANCES BOARD
BRANDON
WINNIPEG
DAUPHIN
DIRECTOR COMMUNITY DEVELOPMENT
RESEARCH ASSISTANT
SUPERVISOR
PLACEMENT AND VOCATIONAL GUIDANCE
PLACEMENT OFFICERS
SUPERVISOR
FIELD SERVICES
COMMUNITY TEACHERS
COMMUNITY DEVELOPMENT OFFICERS
COMMUNITY DEVELOPMENT SERVICES
Duck Bay
Pelican Rapids
Fairford
Camperville
Crane River
Matheson Island
Churchill
Norway House
The Pas
Easterville
Moose Lake
Grand Rapids
Camperville
Berens River
Oak River
Economic Liaison Officer
Handicraft Promotion
Special Projects
Research and Information
DIRECTOR WELFARE SERVICES
ASSISTANT TO DIRECTOR
SUPERVISOR
PROGRAM ANALYSIS
SUPERVISOR
STAFF TRAINING
DEPARTMENTAL ATTORNEY
SUPERVISOR
FINANCIAL ASSISTANCE
SUPERVISOR
CHILD WELFARE
CHILDREN'S AID SOCIETIES
DIRECTOR
MULTI SERVICE PROJECT
REGIONAL AND DISTRICT OFFICES
REGIONAL DIRECTOR
EASTERN
D.O.
D.O.
D.O.
REGIONAL DIRECTOR
CENTRAL INTER LAKE
Central D.O.
Inter Lake D.O.
Child Welfare Sup.
REGIONAL DIRECTOR
WINNIPEG
Winnipeg North D.O.
Winnipeg South D.O.
Winnipeg West D.O.
REGIONAL DIRECTOR
BRANDON
Brandon D.O.
Portage la Prairie D.O.
REGIONAL DIRECTOR
DAUPHIN
Dauphin East D.O.
Dauphin West D.O.
Swan River D.O.
REGIONAL DIRECTOR
NORTHERN
The Pas D.O.
Flin Flon D.O.
CARE SERVICES
Welfare Director
Health Director
DEPARTMENT OF HEALTH
WELF. SERV. SUP.
Sec. Sup.
Sec. Sup.
Sec. Sup.

Source: Department of Welfare Annual Report, 1964-1965

TABLE 43

ANNUAL BUDGETS OF THE PHYSICAL EDUCATION BRANCH AND FITNESS AND AMATEUR SPORT BRANCH: 1955 - 1966

Year	Salaries	Other Expenses	Total	Federal Government Contribution*
1955-56	-	-	-	
1956-57	-	-	-	
1957-58	4,252.36	1,538.93	5,821.29	-
1958-59	6,920.04	1,686.65	8,606.65	-
1959-60	4,529.19	5,461.81	10,020.00	-
1960-61	4,330.06	5,726.67	10,057.33	-
1961-62	(Physial Education Branch services under Special Services Branch budget)			
1962-63	14,649.30	50,712.72	65,362.02	36,946.63 (36,947) [57%]
1963-64	31,921.33	121,744.16	153,665.49	64,184.49 (64,203) [42%]
1964-65	31,631.78	148,668.12	180,299.90	72,083.85 (64,203) [40%]
1965-66	40,148.62	162,027.94	202,176.50	59,376.00 (63,876) [29%]

*Percentage of federal government contributions to total program is in brackets [ ]

Source: *Manitoba Public Accounts, 1955-1966*; *Manitoba Department of Welfare Annual Reports, 1962-66*; *Annual Reports of the Fitness and Amateur Sport Program, Department of National Health and Welfare, 1961-66*. Some discrepancies existed between various sources. For example, in column five, figures in brackets ( ) represent those contained in the federal *Fitness and Amateur Sport Program Annual Reports* and they differ slightly from those given in *Manitoba Public Accounts*.

athletics as well as leadership training programs (Department of Education Annual Report, 1959-60:129). Anderson (1964: 42) summarized the Physical Education Branch's functions as follows:

> Under the director's guidance, an increase in the quantity and quality of in-service training was most evident. Travelling coaching and refereeing clinics were developed in Manitoba and work began on the constitution of the Manitoba Secondary School's Athletic Association.

Yet, the Branch's affiliation with sports services was almost solely limited to school sport. It was not until the provincial Fitness and Amateur Sport Branch was established that this situation changed.

After its formation on May 15, 1962, the Manitoba Fitness and Amateur Sport Branch had a broad mandate in the sport and recreation field. Six stated policies of the new Branch which were presented to Cabinet and received approval in March, 1963, covered: (1) grants to communities for program projects; (2) grants to communities for full-time municipal recreation leadership; (3) grants for leadership training clinics; (4) development of program aids; (5) grants to provincial governing bodies and organizations; and (6) development and use of facilities (Department of Welfare Annual Report, 1962-63:34). Within these general policies were several types of sports services.

1. Financial and Leadership Assistance to Sport Associations. Of major importance in this category were annual

grants given to provincial sport governing bodies and sport groups. This funding, which had a maximum of $500 per group, was used by various organizations to expand programs and offer training courses, with annual totals for this purpose increasing each year (Department of Welfare Annual Report, 1962-63:34-36) (See Table 44).

TABLE 44

FITNESS AND AMATEUR SPORT BRANCH GRANTS TO ORGANIZATIONS: 1962 - 1966

Year	No. of Organizations Receiving Grants	Annual Total
1962-63	12	$ 5,000.00*
1963-64	19	7,697.90
1964-65	21	8,175.00
1965-66	20	10,520.00

*This was an approximate figure given in the annual report of that year.

Source: Department of Welfare Annual Reports, 1962-66. Most, but not all of the organizations receiving grants were sport associations. For example, groups such as the Girl Guide Association and Y.M.C.A. received funding, as well, to undertake programs related to their interests. It should be mentioned that a certain amount of funds available under the federal-provincial cost-sharing program was used for these grants.

In providing grants to associations, the Fitness and Amateur Sport Branch was primarily concerned with programs designed to upgrade sport leadership in the province. Clinics for referees, coaches and participants were often sponsored by the Branch, either in conjunction with provincial sport governing bodies or community recreation associations or both. Leadership training grants were also made available to selected instructors to attend special leadership training courses. For example, in 1963-64, "Instructors were assisted to attend a Judo training clinic, Detroit, Michigan. . . the Concordia Coaching Clinic at Moorehead, Minnesota; the Gymnastics Clinic, Saskatoon . . ." (Department of Welfare and Annual Report, 1963-64:55). In addition, the Branch operated a two-week leadership training camp for selected high school students for the first time in 1963. The program of this camp included instruction in a number of sports--volleyball, basketball, gymnastics, speed ball, swimming, wrestling, judo and lacrosse. Several of these sport leadership courses were held at the Gimli Training Centre, a provincial government subsidized centre (Department of Welfare Annual Report, 1963-64:55-57).

2. Other Sports Services. One of the government sport agency's additional sports services was the consulting advice provided by Branch personnel to any organizations requiring assistance. This type of aid was given by staff of the Branch during visits to communities, attendance at meetings of associations and from visits to the provincial office by representatives from sport groups. Another function of the agency was its provision of library and resource material

wherein books, pamphlets, booklets, films, loops, and strips were loaned to any interested borrowers. The agency also published a Branch Bulletin and provided mimeographing services to associations in need of such help. The popularity of these types of services prompted the Branch to claim that "It would appear that more and more the Branch is becoming a clearing house of information and acting as a liaison between related groups" (Department of Welfare Annual Report, 1964-65:48).

To a very limited extent, the Branch undertook research endeavours, an example of which was a 1962-63 survey of all provincial sport governing bodies to ascertain their programs and to keep this information on file in the Branch office. A very important function of the Fitness and Amateur Sport Branch was its role as Manitoba's liaison on sport matters with the federal government and other provinces. Therefore, various aspects of the federal-provincial agreements of the F. and A.S. Act became the responsibility of the Manitoba Fitness and Amateur Sport Branch (Department of Welfare Annual Report, 1962-63:34). Attendance of Branch personnel at national meetings held in conjunction with this joint program also permitted contact between the provinces on topics of mutual interest.

3. Miscellaneous Services. A number of other Branch services also were affiliated with sport. One of the most important in this category was the government assistance to

community recreation. Such aid came in a variety of ways: in the form of municipal recreation grants for program development ($78,393 to 130 municipalities in 1965-66); through grants for full-time community recreation personnel; sponsorship of special community recreation leadership courses; and, consulting advice on general community recreation programs and facility development. Supplemented by federal government funds under the federal-provincial agreements, the Branch also administered scholarship and bursary programs for physical education and recreation students. In addition, the Branch provided recreation resource materials, sponsored or helped organize conferences of various recreation organizations and hosted or gave support to a variety of recreation leadership courses, some of which were conducted at the Gimli Provincial Training Centre (Department of Welfare Annual Reports, 1962-66).

Miscellaneous Manitoba Government Involvement in Sport

From 1955 until 1966, the Manitoba Government had a number of other programs through which it provided certain sport-related services. The Department of Education was one of the government bureaucracies most actively engaged in the provision of sports services, although these duties were mainly limited to sport in the educational setting. Besides involvement in all aspects of physical education (i.e. teacher training, development of teaching aids) in the Manitoba school system, the Director/Supervisor of Physical Education, Andrew Currie, was instrumental in the formation of the Manitoba Secondary Schools Athletic Association (M.S.S.A.A.) in 1962 through his developmental work in the preparation of a constitution. In addition to Mr. Currie in the Department of Education staff, was Mr. George Nick, who was employed as the Physical Education Instructor at the Manitoba Teacher's College. On August 15, 1963, George Nick was appointed the new Supervisor of Physical Education following Andrew Currie's resignation. After his appointment, Mr. Nick served as Executive Advisor to the M.S.S.A.A., thus maintaining a link between the Department of Education and the Association. Support services given to the M.S.S.A.A. by the Physical Education Branch included providing publications, consultation and secretarial services, all of which amounted to an estimated average annual cost of $10,000 to $15,000, absorbed as part of the operational costs of the Branch (Nick, 1975). It was also through the Department of Education and the Physical Education Branch that sponsorship was given to the Gimli Provincial Leadership Centre in the form of staffing, equipment and operational expenses (Department of Education Annual Reports, 1957-66).

A series of provincial government grants were allocated to sport groups directly out of the provincial treasury as opposed to the government sport agency's budget. Table 45 outlines these grants which frequently went to the organizational

TABLE 45

MISCELLANEOUS MANITOBA GOVERNMENT GRANTS TO SPORT ORGANIZATIONS: 1955 - 1966

Year	Sport Organization and Grant Total	Annual Total
1955-56	1. Canadian Association for Health, Physical Education and Recreation (C.A.H.P.E.R.) - $150	$150.00
1956-57	1. Canadian Olympic Association (C.O.A.) - 2,000	2,000.00
1957-58	1. C.A.H.P.E.R. - 150	150.00
1958-59	1. British Empire and Commonwealth Games (B.E. and C.G.) Association of Canada - 2,000 2. C.A.H.P.E.R. - 200	2,200.00
1959-60	1. Pan American Games Trials Committee - 6,620.43	6,620.43
1960-61	1. C.O.A. - 3,000	3,000.00
1962-63	1. B.E. and C.G. Association of Canada - 2,000	2,000.00
1963-64	1. Canadian Amateur Swimming Association - Winnipeg - 1,012	1,012.00
1964-65	1. Canadian Amateur Swimming Association - 1,085.48; 2. C.A.H.P.E.R. - 1,651.37; 3. C.O.A. - 3,000; 4. Pan American Games (1967) Society - 7,000	12,736.85
1965-66	1. B.E. and C.G. Association of Canada - 2,000; 2. Manitoba Sailing Association - 1,200; 3. Pan American Games (1967) Society - 250,000	253,200.00

Source: Manitoba Public Accounts, 1955-66. Once again some grants may have been inadvertently missed due to the difficulty of extracting such information from Public Accounts.

bodies in charge of Canada's participation in the Olympic Games, the Pan-Am Games, and the British Empire and Commonwealth Games. It is also significant that substantial provincial government assistance was given to help Manitoba's application to host the Pan American Games and later to help fund this sports festival.

A few other government agencies had very limited sport programs. One example was the Department of Agriculture through its interest in 4-H work which sometimes used sport and recreation activities as the basis of its program. The Department of Public Works, as well, expended monies on natural resources and recreational projects to the tune of $2,282,765.30 in 1964-65. Finally, some sport assistance was forthcoming from the Parks Branch in the Department of Mines and Natural Resources through its responsibility for recreation services in the province's provincial parks system (Manitoba Public Accounts, 1955-1966).

Extraprovincial Government Developments in Sport

At work outside of the Manitoba Government sport agency were several important factors which had an effect on sport development in Manitoba. In this respect, one of the key areas was the interest in sport exhibited by other levels of government. With the federal government's re-entry into this field via the 1961 F. and A.S. Act, the senior level of government began to have an immediate impact on sport not only at the national level but provincially as well. In 1962-63, for instance, federal funds to Manitoba's Fitness and Amateur Sport Branch, available under the federal-provincial cost-sharing agreements, amounted to approximately fifty-seven percent of the sport agency's budget. Although the percentage of federal government contributions to the total provincial program dropped to twenty-nine percent by 1965-66, the federal government exerted a strong influence on some of the policies undertaken by the Manitoba Government with respect to sport. In addition, national meetings held in conjunction with the Fitness and Amateur Sport Program afforded the opportunity for various provincial government sport agencies to discuss common interests and this, no doubt, had a bearing on what developments eventually took place in Manitoba. Finally, at the municipal level of government, local recreation boards became commonplace in almost all communities of any size, and as more sports facilities were built and programs expanded, sport positively benefited in Manitoba.

Within the educational stream, school physical education and athletics became an increasingly more important component of the school setting. Usually schools housed some of the best sports facilities in a given community and, on some occasions, these were utilized by the public, although not to the fullest extent possible. School athletics grew in stature with the reorganization of the Athletic Council of Winnipeg High Schools in 1956 and the formation of the Manitoba Secondary Schools Athletic Association in 1962 (Anderson, 1964:43, 49). Furthermore, in 1964, the University of Manitoba instituted the first physical education degree program in the province with a School of Physical Education, headed by Frank Kennedy. Likewise, the University of Winnipeg hired its first Director of Physical Education and Athletics, David Anderson, in 1966, although this newer institution did not offer a degree program. Such developments assured the output of more trained professional leaders (i.e., teachers, coaches); however, it was significant that this took place at such a late point in time--1964--making Manitoba the last of the four western provinces to offer a physical education degree program.

Private sector sporting groups showed an improvement in an organizational sense and in terms of the programs offered, particularly during the 1960's when federal government funds were channelled into sport associations at the provincial level. As well, private sector sporting interests were served by a special Citizens Exploratory Committee, appointed by Mayor Stephan Juba of Winnipeg on September 12, 1958, and chaired by James Daly. The purpose of this Committee was to try and obtain the Pan-American Games for Winnipeg. In pursuit of this goal, Manitoba's delegation attended the 1959 Pan-Am Games in Chicago in an attempt to procure the 1963 Games. The initial bid was unsuccessful but a second try at the 1963 Games in Sao Paulo, Brazil proved fruitful and Winnipeg was awarded the Vth Pan-American Games slated for 1967. An active role by interested citizens in combination with some municipal, provincial and federal assistance enabled Winnipeg to host the Games. Such an event was significant in that it represented Manitoba's initial hosting of a major international sports festival and the first time this event was held in Canada. It also exemplified the degree to which sport had developed in Manitoba (Report of the Vth Pan-American Games, Winnipeg, Canada, 1967:30-31).

THE PRIMARY MANITOBA GOVERNMENT SPORT AGENCY:
1966 - 1977

Background

In 1966, Manitoba was still governed by the Conservative Party at a time when the national economy was healthy and an optimistic mood pervaded Canada as preparations were laid for the 1967 Centennial celebrations. While Manitoba was experiencing one of its most economically sound periods in the post World War Two era, not all the inhabitants were satisfied and between 1966 and 1971, 24,000 people actually left the province (Bellamy et. al , 1976:50). Modernization and urbanization contributed to the diversification of the provincial economy although this did not completely reduce Manitoba's dependence on agriculture.

In a 1969 upset election victory, the New Democratic Party came to power as Premier Ed Schreyer formed the first socialist government in Manitoba's history and the first N.D.P. Government in Canada.[5] Over the years this government introduced new policies in such fields as government-run, no-fault auto insurance, labour legislation and government-subsidized housing. The N.D.P. retained power through the 1973 election but by the mid-Seventies less stable times followed as farming prosperity ebbed, unemployment and inflation rose and retail prices increased. All of these factors combined to help bring about a budget deficit projected at $21 million in the spring of 1977 (Edmonton Journal, October 25, 1977). Despite landmark legislation by the N.D.P. in certain fields, there were also a number of political controversies surrounding the government-run auto insurance scheme, government investment in failing industries and unpopular tax increases (Toronto Globe and Mail, December 25, 1976; Edmonton Journal, October 12, 1977). Under such circumstances, the October 1977 election witnessed an N.D.P. defeat. The new Conservative Government led by Sterling Lyon was characterized by a spartan administration determined to reduce the province's debt through various austerity and restraint programs. As the so-called "poor sister" of the western provinces, Manitoba's approximately 1,030,000 citizens were introduced to an era in which free enterprise rather than socialist policies were to be emphasized.

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[5] In a way the C.C.F. Party of Saskatchewan might be considered the first N.D.P. Government in Canada, as the C.C.F. was the forerunner of the N.D.P.

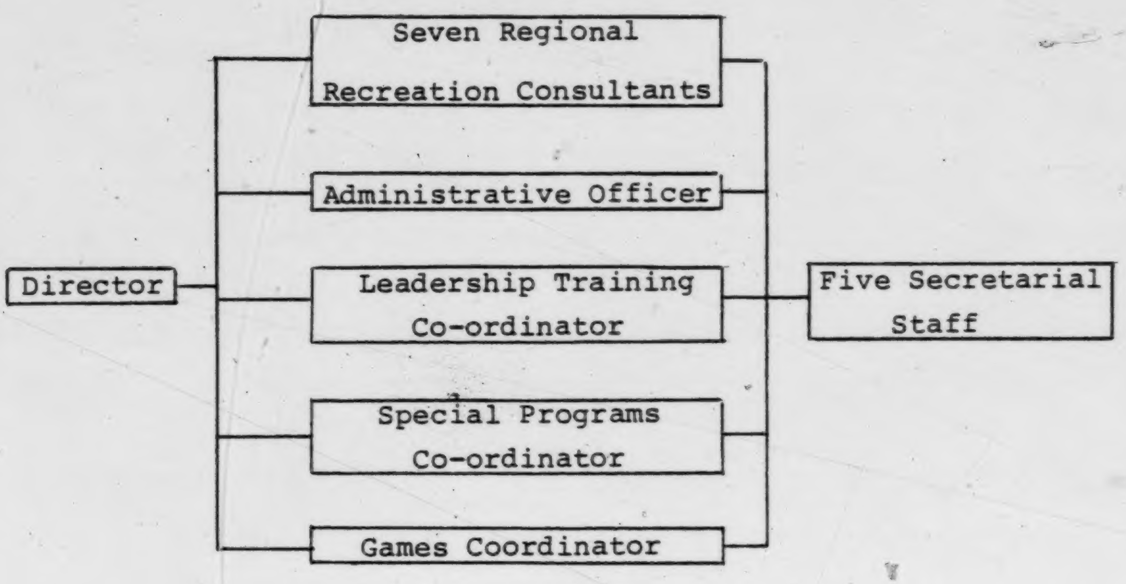
Structure of the Primary Manitoba Government Sport Agency

The year 1966 proved to be a turning point in terms of Manitoba Government involvement in sport when Bill 124, The Department of Tourism and Recreation Act was assented to by the Legislative Assembly on April 27, 1966. This piece of legislation led to the transfer of the Fitness and Amateur Sport Branch to the newly-created Department and within a year it was retitled the Community Recreation Branch (C.R.B.). Interestingly, the Minister of this Department at the time was Sterling Lyon, a future Conservative Premier of the Province (Department of Tourism and Recreation Annual Report, 1966-67:3, 7).

The C.R.B. was headed by its Director, Al Miller, who had a staff of three recreation consultants--Syd Glenesk, Gerry Maurice and Harry Sirett. New positions were created in the next few years including Peter Cowan as a Leadership Training Coordinator, Roger Bailey as a Special Programs Coordinator, Don Fletcher as a Games Coordinator plus other minor changes so that by 1972-73, the C.R.B. had twelve professional staff (See Figure 25) (Miller, 1978). During a seven-year period there were also a number of departmental changes: the addition of a Research and Planning Branch in 1968-69; the inclusion of the cultural portfolio in October

FIGURE 25

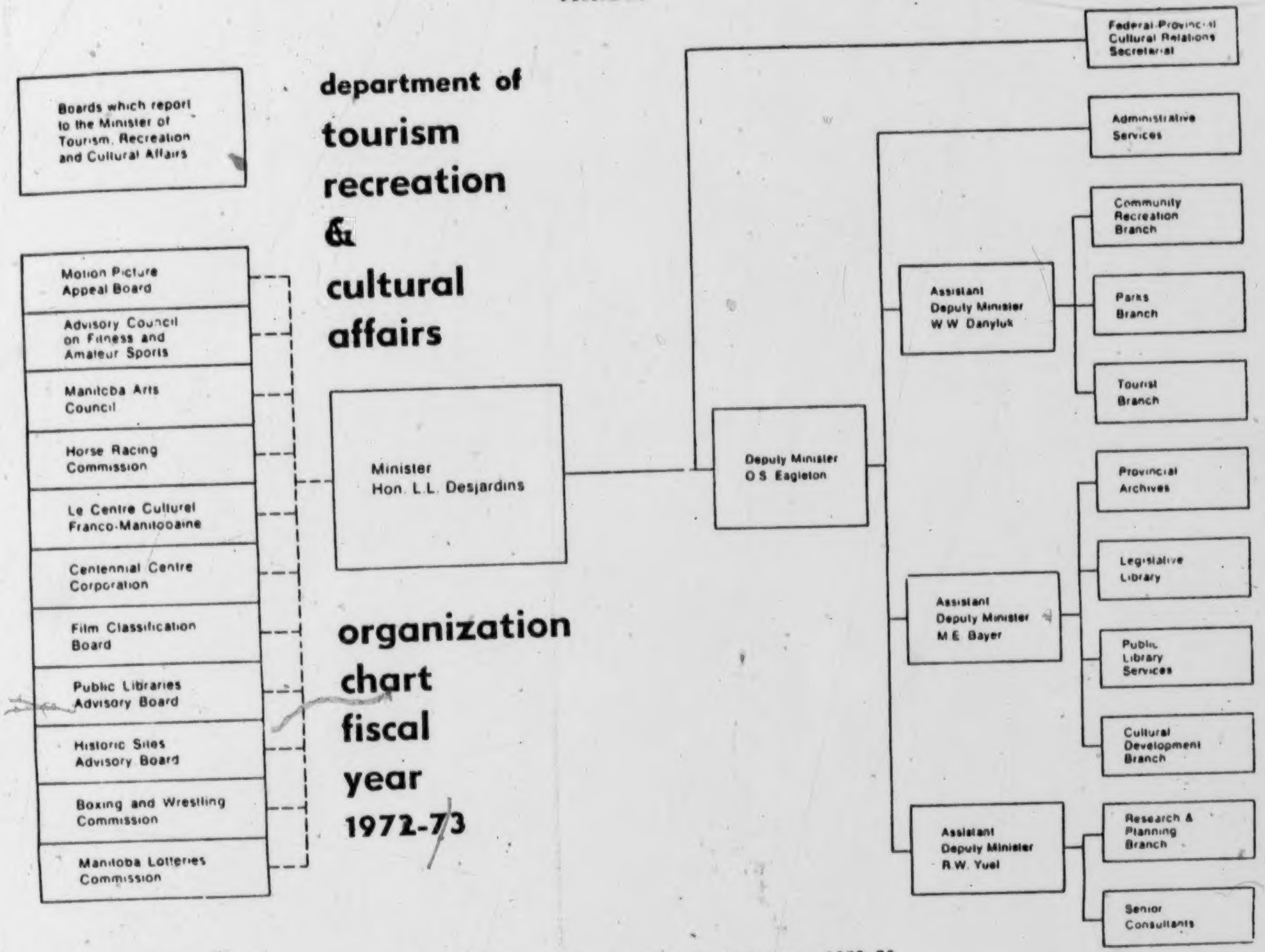
ORGANIZATIONAL STRUCTURE OF THE COMMUNITY RECREATION BRANCH, 1972 - 1973


Seven Regional Recreation Consultants
Administrative Officer
Director
Leadership Training Co-ordinator
Five Secretarial Staff
Special Programs Co-ordinator
Games Coordinator

Source: *Department of Tourism, Recreation and Cultural Affairs Annual Report, 1972-73*:14.

1970, making it the Department of Tourism, Recreation and Cultural Affairs; and the appointment of Assistant Deputy Ministers for specific areas (i.e. Cultural Affairs, Tourism and Recreation, and Research and Planning) (See Figure 26). The appending of the Manitoba Lotteries Commission onto the departmental hierarchy also occurred during the 1971-72 fiscal year (*Department of Tourism and Recreation Annual Reports, 1966-1970*; *Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1970-73*).

FIGURE 26


department of
tourism
recreation
&
cultural
affairs
organization
chart
fiscal
year
1972-73
Boards which report to the Minister of Tourism, Recreation and Cultural Affairs
Motion Picture Appeal Board
Advisory Council on Fitness and Amateur Sports
Manitoba Arts Council
Horse Racing Commission
Le Centre Culturel Franco-Manitobaine
Centennial Centre Corporation
Film Classification Board
Public Libraries Advisory Board
Historic Sites Advisory Board
Boxing and Wrestling Commission
Manitoba Lotteries Commission
Minister Hon. L.L. Desjardins
Deputy Minister O.S. Eagleton
Federal-Provincial Cultural Relations Secretariat
Administrative Services
Assistant Deputy Minister W.W. Danyluk
Community Recreation Branch
Parks Branch
Tourist Branch
Assistant Deputy Minister M.E. Bayer
Provincial Archives
Legislative Library
Public Library Services
Cultural Development Branch
Assistant Deputy Minister R.W. Yuel
Research & Planning Branch
Senior Consultants

Source: Department of Tourism, Recreation and Cultural Affairs Annual Report, 1972-73

The Manitoba Advisory Council on Fitness and Amateur Sport, which existed under the previous administration in the Department of Welfare, presumably remained in the Department hierarchy after 1966, although it was basically a dormant body. The Council resurfaced as an active group in 1971 when it was reactivated with twenty appointed members. Almost immediately, the Council began its duties of advising the Minister on topics related to fitness and amateur sport. Upon ministerial request the Council completed a confidential report entitled A Proposal of Involvement for the Provincial Government in the Area of Recreation and Amateur Sport. This proposed policy was never acted upon as the Hon. Peter Burtniak relinquished his ministerial position in 1971; as well, the Advisory Council lost its Chairman, Dr. D.F. Anderson, who resigned due to his departure from Manitoba on sabbatical leave. The new Minister, Larry Desjardins, did not make widespread use of the existing report due to a basic disagreement over its content; he felt the report was based on a broad recreation philosophy which did not adequately emphasize sport. Thus Desjardins subsequently sought guidance via an alternate source. This was achieved through the formation of a Working Committee on Sport, composed of selected government officials and lay representatives. In July, 1973, this Committee came out with the Report of the Working Committee on Sport which proved to be a very influential document in upcoming provincial government sports policies (Anderson, 1976;

Desjardins, 1976; Miller, 1978).

A major structural revision occurred during the 1973-74 fiscal year when the C.R.B. and the Cultural Development Branch were amalgamated as the Cultural and Recreational Services Division and placed under the supervision of an Assistant Deputy Minister, Mary E. Bayer. However, the C.R.B. still functioned within this larger unit but under the abbreviated title of the Recreation Branch. Furthermore, as recommended in the *Report of the Working Committee on Sport*, a Sport Directorate was established in July, 1973, within the Department as a separate entity from the Recreation Branch. Subsequently, in November, 1973, a Manitoba Government policy on sport was announced in the form of a four-point program:

1. the formation of the Sport Directorate to be the provincial government's liaison with provincial sport associations;
2. the establishment of a Sport Administrative Centre to provide the necessary administrative services of printing, typing, mailing, office space and meeting space for provincial sport associations. Included in this program was a grants schedule to sports for the purpose of hiring full-time administrators;
3. the development of a province-wide games program;
4. the provision of financial assistance to sport associations for carrying out their own programs (*Department of Tourism, Recreation, and Cultural Affairs Annual Report, 1973-74*:30).

On November 4, 1973, three staff of the government's new sport agency, a Director, Guy Simonis,[6] an Assistant Director, Don

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[6] Guy Simonis was appointed Director partially as a result of his involvement with the *Report of the Working*

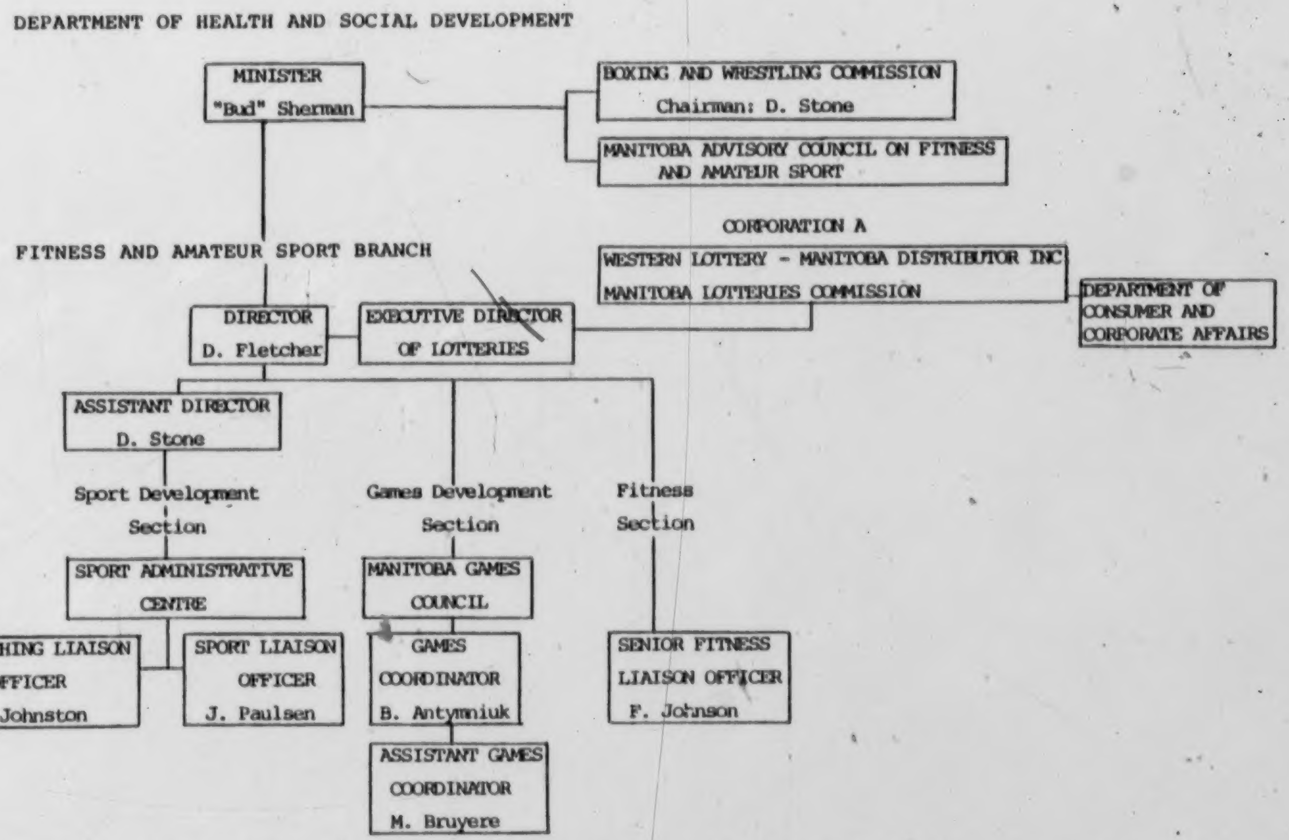
Fletcher, and an Administrative Officer, Gordon Coutts, were located in the Sport Administrative Centre. To help operate the Centre, additional secretarial and support staff (i.e. printer, switch-board operator, etc.) were hired. When the Centre officially opened on January 22, 1974, forty-one amateur sport associations took up residence (Department of Tourism, Recreation and Cultural Affairs Annual Report, 1973-74:30; Miller, 1978). In July, 1974, Guy Simonis left his position as Director in order to take up duties as the General Manager of the Western Canada Lottery Foundation.[7] Don Fletcher assumed the position of Acting Director until February, 1976, when he was appointed Director. Other personnel were added to the Directorate including: an Assistant Director, Don Stone; a Coaching Liaison Officer, "Bobbie" McCaslin who was replaced in January, 1977, by Cathy Johnston; a Sports Liaison Officer, John Paulsen; a Games Coordinator, Bob Antymniuk; an Assistant Games Coordinator, Marc Bruyere; and a Senior Fitness Liaison Officer, Floyd Johnson. Eventually, the Branch was structured into three sections: Sport Development, Games Development and Fitness (See Figure 27)(Stone, 1978).

Committee on Sport; commenting on his appointment he stated that "The guy who does the report gets the job." Mr. Simonis was also a President of the Manitoba Sports Federation and was a regular advisor to the Minister, Larry Desjardins (prior to being named Director) because of his Senior Planning Analyst position in the Department of Tourism Recreation and Cultural Affairs (Simonis, 1976).

[7] Originally Mr. Simonis was loaned to the Western Canada Lottery Foundation on a trial basis for one year, thereby

FIGURE 27

ORGANIZATIONAL STRUCTURE OF THE FITNESS AND AMATEUR SPORT BRANCH: 1977


DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT
MINISTER "Bud" Sherman
BOXING AND WRESTLING COMMISSION Chairman: D. Stone
MANITOBA ADVISORY COUNCIL ON FITNESS AND AMATEUR SPORT
CORPORATION A
WESTERN LOTTERY - MANITOBA DISTRIBUTOR INC
MANITOBA LOTTERIES COMMISSION
DEPARTMENT OF CONSUMER AND CORPORATE AFFAIRS
FITNESS AND AMATEUR SPORT BRANCH
DIRECTOR D. Fletcher
EXECUTIVE DIRECTOR OF LOTTERIES
ASSISTANT DIRECTOR D. Stone
Sport Development Section
Games Development Section
Fitness Section
SPORT ADMINISTRATIVE CENTRE
COACHING LIAISON OFFICER C. Johnston
SPORT LIAISON OFFICER J. Paulsen
MANITOBA GAMES COUNCIL
GAMES COORDINATOR B. Antymniuk
ASSISTANT GAMES COORDINATOR M. Bruyere
SENIOR FITNESS LIAISON OFFICER F. Johnson

Source: Stone, 1978 (modified and revised; Department of Health and Social Development Annual Report, 1976.

Some other administrative alterations took place during this period of change, with one development resulting from the inactivity of the Manitoba Advisory Council on Fitness and Amateur Sport. Instead of a functioning Advisory Council, from 1973 until April 1976, the Minister-in-charge was aided by a specially appointed seven-member Sport Development Advisory Committee which actually assumed many of the old Advisory Council's functions especially in the recommendation of grants to provincial sport groups (Department of Tourism, Recreation and Cultural Affairs Annual Report, 1973-74:31-32). It is also interesting to note that when the Manitoba Lotteries Commission was formed in 1971 it was placed within the control of the Department of Tourism, Recreation and Cultural Affairs. Another structural development was the formation in 1974 of a Manitoba Games Board (later changed to Council), a policy-making body designed to make recommendations on the development and operation of the Manitoba Games (Antymniuk, 1976).

In a very controversial and unpopular ministerial decision, the Sport Directorate was relocated in the Department of Health and Social Development in October, 1975, along

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explaining Don Fletcher's long tenure as Acting Director. In 1975, Mr. Simonis became the full-time General Manager of the Western Canada Lottery Foundation. Another interesting development was that shortly after his appointment as Director, Don Fletcher assumed a second title, that of Executive Director of Lotteries for Manitoba. In this dual position, Fletcher reported to the Minister of Health and Social Development, but in 1977 lottery responsibility shifted to the Consumer, Corporate and Internal Services Department, a change which in effect made the Director of Fitness and Amateur Sport responsible to two different ministers.

with the Manitoba Lotteries Commission, the Boxing and Wrestling Commission and the Advisory Council on Fitness and Amateur Sport.[8] The Sport Directorate was renamed the Fitness and Amateur Sport Branch and its relocation in the Health and Social Development Department was justified by the Minister, Larry Desjardins, on the grounds that this was where the federal Fitness and Amateur Sport Branch was located (Desjardins, 1976). With the formation of the Fitness and Amateur Sport Branch, its objectives were outlined as follows:

> 1. To provide more and better quality opportunities for individuals to participate in and become involved with the development of fitness and amateur sport activities throughout all regions of the province;
>
> 2. to encourage and to provide for the pursuit of excellence of those so involved from the beginning novice to the Olympic calibre participants; and
>
> 3. to promote, foster, develop and encourage the development of better levels of personal physical fitness for all Manitobans (Department of Health and Social Development Annual Report, 1976:17).

Another structural revision occurred when the Sport Development Advisory Committee was dissolved on April 6, 1976. It apparently was not functioning as well as hoped;

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[8] The sequence of events surrounding the transfer of the Sport Directorate was fairly complex and interesting. In the July 1973 election, the then Minister of Tourism, Recreation and Cultural Affairs, Larry Desjardins, was narrowly defeated; but, in a controversial by-election held in his closely contested riding, Mr. Desjardins was victorious. He subsequently was appointed to Cabinet as Minister of Health and Social Development but personally wished to retain the sport portfolio and so arranged for a transfer of the Sport Directorate to his ministry. Miller (1976) aptly summarized

one committee member expressed the view that it was a highly ineffective body (Vidruk, 1976). In response to the situation, the Minister reactivated the Advisory Council on Fitness and Amateur Sport on March 17, 1976, and it resumed the duties of the defunct Sport Development Advisory Committee. The Council's structure consisted of three sub-committees: Administrative Centre for Sport, Regional Support and Development and Utilization of Lottery Revenues. The latter sub-committee represented a new Council Function as this body was allowed to have two representatives on the Board of Directors of Corporation A of the Manitoba Lotteries Commission. In this role the Advisory Council was responsible for recommending the distribution of funds to sport groups from the one-third share of profits it received as a partner in Corporation A (Desjardins, 1976; Manitoba Order-in-Council, No. 313, March 17, 1976).

During this period of internal upheaval, the Recreation Branch continued to operate as before but minus many of the sports functions which were previously undertaken. Because of its involvement in recreation, it often provided sport-related services to communities while the Fitness and Amateur Sport Branch concerned itself more with provincial matters (e.g. provincial sport governing bodies). In addition, the regional staff of the C.R.B. often worked

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the situation: "The Sport Directorate was shifted simply because Larry Desjardins wanted it to occur." This structural alteration proved to be such an unpopular decision because of the fact that sport and recreation were separated and put into different departments.

in co-operation with the Fitness and Amateur Sport Branch in delivering sports services to the communities. The Manitoba situation was unique among the western provinces with respect to the separation of sport and recreation interests into two agencies in two different departments.

The decade of the Seventies witnessed a great deal of organizational change with regard to the Manitoba primary government sport agency. Figure 28 is an attempt to trace the pattern of organizational alterations until the Fitness and Amateur Sport Branch was finally located in the Department of Health and Social Development. Table 46 also was presented for the purpose of showing the annual budgets of the primary government sport agency between 1966 and 1977. The growth of government financial support to sport is evident from this table, with spending for the Fitness and Amateur Sport Directorate alone totalling $1,044,200 by 1977-78 (Main Estimates, 1977-78:32-33).

Sport-Related Programs

Between 1966 and 1977 the sports services of the Manitoba Government were handled in a somewhat complicated manner by the Community Recreation Branch/Recreation Branch and the Sport Directorate/Fitness and Amateur Sport Branch. Until the creation of the Sport Directorate in 1973, all sports programs were the responsibility of the C.R.B. but, after this date, the Directorate assumed functions primarily

FIGURE 28

ORGANIZATIONAL STRUCTURE OF THE PRIMARY MANITOBA GOVERNMENT SPORT

AGENCY: 1970 - 1977

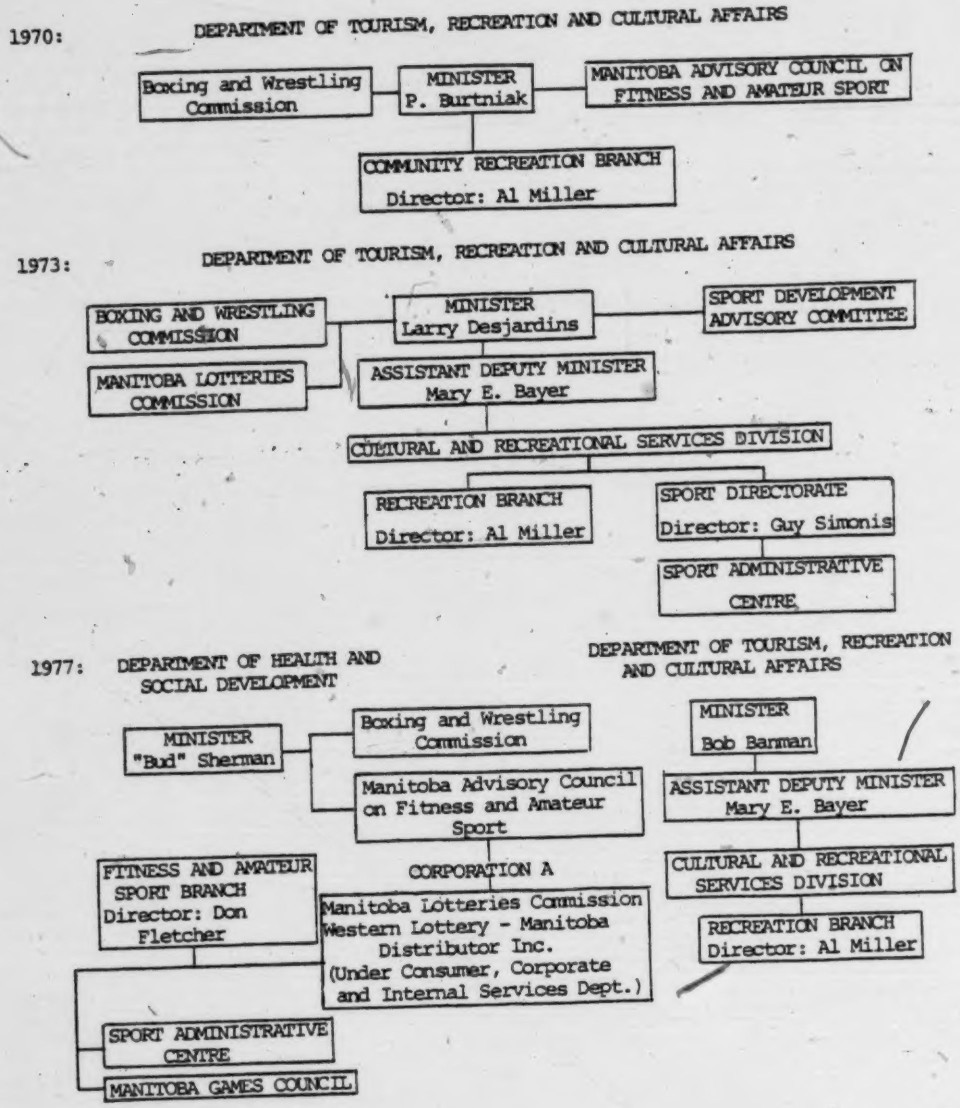
1970:
DEPARTMENT OF TOURISM, RECREATION AND CULTURAL AFFAIRS
Boxing and Wrestling Commission
MINISTER P. Burtniak
MANITOBA ADVISORY COUNCIL ON FITNESS AND AMATEUR SPORT
COMMUNITY RECREATION BRANCH Director: Al Miller
1973:
DEPARTMENT OF TOURISM, RECREATION AND CULTURAL AFFAIRS
BOXING AND WRESTLING COMMISSION
MINISTER Larry Desjardins
SPORT DEVELOPMENT ADVISORY COMMITTEE
MANITOBA LOTTERIES COMMISSION
ASSISTANT DEPUTY MINISTER Mary E. Bayer
CULTURAL AND RECREATIONAL SERVICES DIVISION
RECREATION BRANCH Director: Al Miller
SPORT DIRECTORATE Director: Guy Simonis
SPORT ADMINISTRATIVE CENTRE
1977:
DEPARTMENT OF HEALTH AND SOCIAL DEVELOPMENT
MINISTER "Bud" Sherman
Boxing and Wrestling Commission
Manitoba Advisory Council on Fitness and Amateur Sport
FITNESS AND AMATEUR SPORT BRANCH Director: Don Fletcher
CORPORATION A
Manitoba Lotteries Commission Western Lottery - Manitoba Distributor Inc. (Under Consumer, Corporate and Internal Services Dept.)
SPORT ADMINISTRATIVE CENTRE
MANITOBA GAMES COUNCIL
DEPARTMENT OF TOURISM, RECREATION AND CULTURAL AFFAIRS
MINISTER Bob Banman
ASSISTANT DEPUTY MINISTER Mary E. Bayer
CULTURAL AND RECREATIONAL SERVICES DIVISION
RECREATION BRANCH Director: Al Miller

TABLE 46

ANNUAL BUDGETS OF THE PRIMARY MANITOBA GOVERNMENT SPORT AGENCY; 1966-1978

Year	Agency	Salaries	Grants	Other Expenses	Annual Total	Federal Government Contributions*
1966-67	C.R.B.	44,808.79	89,575.00	86,773.73	221,157.55	63,114 (28.5%)
1967-68	C.R.B.	53,700.21	150,056.85	97,298.43	301,055.49	81,114 (26.9%)
1968-69	C.R.B.	72,954.42	151,632.00	93,567.53	318,153.95	62,205 (19.6%)
1969-70	C.R.B.	81,016.28	160,670.68	139,894.73	358,186.19	62,033 (17.3%)
1970-71	C.R.B.	87,225.72	168,000.00	132,478.86	375,032.58	24,245 (6.5%)
1971-72	C.R.B.	178,785.88	Combined Grants and Expenses 240,508.90		404,074.28	-
1972-73	C.R.B.	225,235.68	327,759.83		552,995.51	-
1973-74	Recreation Branch	268,028.98	395,845.18		663,874.00	-
1974-75	Recreation Branch Sport Directorate	357,114.08 88,816.06	561,299.63+ 169,575.00		918,413.71 258,391.06	- -
1975-76	Recreation Branch Fitness and Amateur Sport Branch	471,995.50 102,900.39	125,724.04 224,930.77	701,322.55+ 218,178.98	1,299,042.09 546,010.14	- -
1976-77	Recreation Branch Fitness and Amateur Sport Branch	510,500.00 181,700.00	171,000.00 348,800.00	633,500.00+ 216,900.00	1,315,000.00 871,400.00	- -
1977-78 (Estimates)	Fitness and Amateur Sport Branch	228,800.00	502,600.00	252,800.00	1,044,200.00	-

+Figures include special projects grants.

*Percentage of federal government contributions to total contributions is in brackets ( ).

Source: Manitoba Public Accounts, 1966-1977. For a few of the fiscal years the sub-totals do not add up to annual totals as revenues were not included (e.g. money made at the Gimli Training Centre). Also lotteries were handled in a complicated manner and are not contained in the annual totals. It was reported that lottery revenues to sport amounted to: $143,654.75 in 1972-73; $197,350.00 in 1973-74; $198,392.00 in 1974-75; $152,858.00 in 1975-76; and $328,943.00 (estimated) in 1976-77 (Stone, 1978).

related to provincial sport matters (i.e. grants to provincial bodies, games, etc.). Meanwhile, the Recreation Branch maintained some interests in the sporting domain because of its work with community recreation (i.e. leadership development, facilities). The sport-related programs of the Manitoba Government which were in evidence over an eleven-year period are presented.

1. Financial Assistance to Sport Associations. One of the most important government sports services was grants given to sport bodies, a financial assistance program which expanded in scope over a relatively short period of time. This funding was made available to associations for leadership training, promotional activities and special projects. The philosophy behind this financial assistance program was to encourage the principle of self-help by only providing a portion of program costs, with sport bodies expected to fund the remainder. By 1972-73, the granting scheme was altered somewhat with the addition of funds for such areas as hosting provincial and national championships, recreational programs, preparation for the Canada Games and administration grants to sport associations (Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1971-1975).

Starting in 1972-73 funds were channelled into sport groups from lottery profits and this source tremendously augmented the finances available to sport associations (See

Table 46). An outcome of this additional lottery revenue was that starting in 1973-74 and thereafter, associations received grants to hire sports coordinators who were housed in the Sport Administrative Centre. Because the funds were not large enough for each body to hire individual personnel, groups of sports combined to hire one coordinator. By the end of 1977, there were fourteen such coordinators, with track and field, hockey, curling and the Manitoba High Schools Athletic Association each hiring their own coordinator (See Table 47) (Stone, 1978).

Recommendations concerning grants to sport groups were made by the Manitoba Advisory Council of Fitness and Amateur Sport and by the Sport Development Advisory Committee during its brief existence (1973 to 1976). The final decision on grants, however, lay with the Minister-in-Charge. An interesting development concerning the grants to associations was the decision that starting in 1978-79, groups will be accorded "block" or "global" grants in one lump sum as opposed to receiving funds through a variety of different schemes (Stone, 1975). Table 48 outlines the financial assistance program to sport groups which by 1976-77 reached an annual total of $723,051.63.

2. Games. The C.R.B. first became involved in Games during the inaugural Canada Games held in Quebec City in 1967. Thereafter, the provincial government sport agency

TABLE 47

SPORT GROUPS AND SPORT CO-ORDINATORS: 1977

ARIES	Bruce Warnock	Badminton Paddling Lawn Tennis Rowing Squash Racquetball
VIRGO	Doreen Leitkie	Ringette Rugby Softball Table Tennis Team Handball
TAURUS	John Neilson	Cycling Mens Field Hockey Womens Field Hockey Handball Skiing Wrestling
LIBRA	Charlie Paille	Cricket Lacrosse Lawn Bowling Figure Skating Speed Skating
GEMINI	Debbie Bathory	Boxing Equestrian Football Modern Pentathlon
CAPRICORN	Chris Sobkowicz	Gymnastics Modern Gynmastics Orienteering Soccer Sport Parachuting
PISCES	Lori Switzer	Archery 5 Pin Bowling 10 Pin Bowing Weightlifting Water Ski Wheelchair Sports
AQUARIUS	Jan Coates	Diving Swimming Synchronized Swimming Water Polo Underwater Council
LEO	Rick Lambert	Baseball Karate Fencing Judo Sailing Volleyball
SCORPIO	Bev Popiel	Basketball Shooting Broomball Disabled Sports
M.H.S.A.A.	Morris Glimcher	
TRACK AND FIELD	Lynne Karsgaard	
CURLING	Alex Williamson	
HOCKEY	George Allard	

Source: Fitness and Amateur Sport Branch document (mimeograph), 1977.

TABLE 48

GRANTS TO SPORT-RELATED ORGANIZATIONS: 1966-1977

Year	Grants	Annual Total
1966-67	28	$11,694.00
1967-68	33	16,250.00
1968-69	40	17,200.00
1969-70	52	24,250.00
1970-71	50	23,345.00
1971-72	64	41,530.00
1972-73	52	143,654.75
1973-74	55	96,300.00
1974-75	53	256,915.71
1975-76	71	308,107.24
1976-77	66	723,051.63

Source: Department of Tourism and Recreation Annual Reports, 1966-1970; Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1971-1976; Return to an Order of the House No. 1, 4th Session, 30th Legislature - Mr. Mackenzie, Votes and Proceedings No. 10 2nd March, 1977, Re: Fitness and Amateur Sport Branch (mimeograph). The totals include finances made available to sport-related organizations for the purposes of administrative credit, sport program grants, assistance for elite athlete development (Man-Plan), assistance for selection and training of provincial teams to provincial, national and inter-provincial games programs, assistance to hire full-time sports coordinators, and grants for the provincial games programs. There was not sufficient details given to outline separate grant totals for each program during every fiscal year. The large increase in grants starting in 1974-75 was the result of the new provincial games program and increased monies available through lottery revenues.

assumed the responsibility for coordinating Manitoba's participation in this biennial national sports festival. To aid in the planning associated with each set of Canada Games, the government sport agency coordinated the Manitoba Games Committee for each set of games, composed of government officials, representatives from participating sport governing bodies and a Manitoba Sports Federation representative. In 1973, following the creation of the Sport Directorate and the announcement of a new government sport policy, plans were made to stage provincial games. To prepare for this new program, the Manitoba Northern Games were held in Thompson during February, 1974, to serve as a pilot project for future regional and Manitoba Games (Department of Tourism, Recreation and Cultural Affairs Annual Report, 1972-73:31). A Games Coordinator, Bob Antymniuk, was responsible for the organization of the Manitoba Northern Games and in March, 1974, he was hired on a contract basis to work on the Directorate's involvement with the Junior Olympic Games, Festival Internationale de la Jeunesse, the Manitoba Games-Centennial and Manitoba's participation in the 1975 Canada Winter Games in Lethbridge. After coordinating Manitoba's participation in all of these sports festivals during 1974 and 1975, Bob Antymniuk's job was made a full-time position in April, 1976, and an Assistant Marc Bruyere, was hired the same year (Antymniuk, 1976).

A second set of games, the Manitoba Games-Centennial, held in Winnipeg in December of 1974, was also used as a pilot study prior to the implementation of the full-scale Manitoba Games. The First Manitoba Games were conducted in the summer of 1976, with district competitions in June, progressing to regional competitions in July and the provincial final held in Neepewa in late August. To administer these provincial games, an elaborate structure was established which was to be in effect for future Manitoba Games scheduled every two years and alternating between summer and winter games (See Figure 29). The $398,300 budget[9] for the Manitoba Games in 1976 illustrated the large emphasis placed on this particular aspect of the Branch's overall program. Such funds were used for administrative expenses, capital expenditures for provincial finals and the costs of regional and district competitions (Antymniuk, 1976).

Also with respect to games, the government sport agency was involved with several other major sports competitions. For example, there was some Branch involvement in the 1976 Montreal Olympic Games via participation in Game Plan and in a promotional sense. As well, the agency was involved in Manitoba's participation in the 1975 Western Canada Games in Regina. A similar type of coordinating assistance was in evidence during Manitoba's participation in 1974 in the Canadian Junior Olympic Games in Edmonton and the Festival

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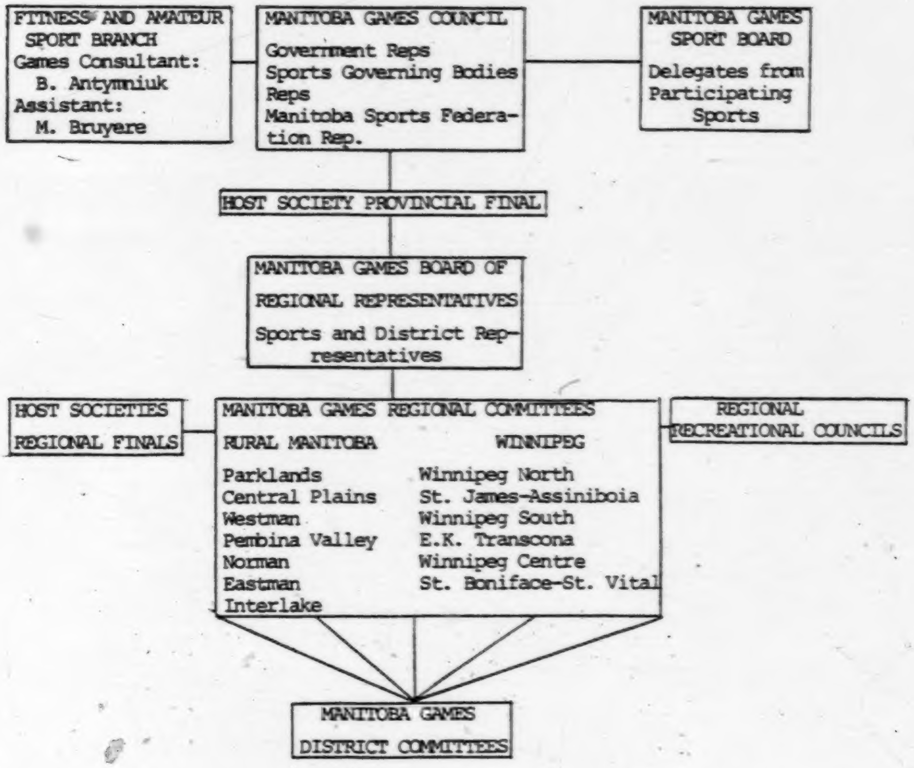
[9] The breakdown of funds for the 1976 Manitoba Games was $178,300 to Regional Committees, $175,000 to the town of Neepewa and $45,000 to the Manitoba Games Council and Sport Associations.

FIGURE 29

MANITOBA GAMES ORGANIZATIONAL STRUCTURE


FITNESS AND AMATEUR SPORT BRANCH
Games Consultant: B. Antymniuk
Assistant: M. Bruyere
MANITOBA GAMES COUNCIL
Government Reps
Sports Governing Bodies Reps
Manitoba Sports Federation Rep.
MANITOBA GAMES SPORT BOARD
Delegates from Participating Sports
HOST SOCIETY PROVINCIAL FINAL
MANITOBA GAMES BOARD OF REGIONAL REPRESENTATIVES
Sports and District Representatives
HOST SOCIETIES REGIONAL FINALS
MANITOBA GAMES REGIONAL COMMITTEES
RURAL MANITOBA
Parklands
Central Plains
Westman
Pembina Valley
Norman
Eastman
Interlake
WINNIPEG
Winnipeg North
St. James-Assiniboia
Winnipeg South
E.K. Transcona
Winnipeg Centre
St. Boniface-St. Vital
REGIONAL RECREATIONAL COUNCILS
MANITOBA GAMES DISTRICT COMMITTEES

Source: Antymniuk 1976 (modified and revised).

Internationale de la Jeunesse in Quebec City. Back in 1967 the C.R.B. had even been actively engaged in the Pan-American Games held in Winnipeg and members of the agency's staff served on a number of Pan-Am Committees associated with the games (Antymniuk, 1976; Department of Tourism and Recreation Annual Report, 1967-68:15).

3. Sport Administrative Centre. A highlight of the 1973 government sport policy was the establishment of a Centre to house sport associations. This development took place on November 5, 1973, when the Sport Directorate staff moved into the Sport Administrative Centre and on its official opening on January 22, 1974, the Centre housed forty-one amateur sport associations. Shortly after the Centre became operational, government funds were allocated to sport associations to hire the full-time coordinators discussed earlier. These administrative personnel were, in effect, employees of the associations and not true civil servants (Department of Tourism, Recreation and Cultural Affairs, 1973-74:30).

A large complement of support staff (i.e. printers, secretarial-clerical, managers etc.) who numbered fourteen by December, 1974, were also hired as government personnel employed at the Centre. Administrative service grants were given each year to sport associations to help defray expenses incurred in using the Centre's services. During the 1975-76 fiscal year this grant scheme totalled $172,750, although this money did not actually change hands since associations were simply credited according to their use of such services as secretarial time, telephone charges, xerox, artist services, office space rental and printing services (Department of Tourism, Recreation and Cultural Affairs Annual Report, 1974-75:21; Department of Health and Social Development Annual Report, 1976:120). In 1977, the Sport Administrative Centre moved to a new location in a larger rented building which housed the fifty-seven resident associations (Stone, 1978).

4. Other Sports Services. There were a wide array of other sports services offered by the Manitoba Government sport agency between 1966 and 1977. Throughout this time period there was a regular commitment to upgrading sports leadership and participant levels in the province. Besides giving grants directly to sport associations for this purpose, government personnel, particularly regional staff of the Recreation Branch, helped municipal recreation boards and community groups to organize various courses. Examples included: instructors' courses in sailing, swimming and figure skating; a gymnastic course; Sport Development Seminars, and numerous other planning clinics and workshops. Often the Recreation Branch obtained resource personnel or else used qualified Branch staff. The Provincial Training Centre at Gimli was frequently used for different sports clinics, workshops and conferences with some of the associated expenses absorbed by the Manitoba Government. Other minor types of

sports services included: research (e.g. evaluation of the Manitoba Games); provision of resource aids (i.e. films, training manuals, audio-visual equipment) to interested groups; Recreation Branch regional staff assistance in organizing Manitoba Games District and Regional Competitions; a limited equipment bank of specialized equipment available on loan to communities; and the dissemination of information through newsletters, bulletins and pamphlets. A few special projects designed to increase participation were also introduced by the Recreation Branch. Initiated in 1972-73, the Northern Swim program was intended to provide residents of northern Indian-Metis communities with a competent swimming instruction program. The Frontier Games, first sponsored by the Branch in 1974-75, were devised for the purpose of providing young people of remote northern communities an opportunity to participate and compete in various sports activities. For example, in 1975-76, 1,000 boys and girls representing thirty-two communities participated in seven activities (Department of Tourism and Recreation Annual Reports, 1966-1970; Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1970-77).

In dealings with sport associations, the primary government sport agency often served in a consultative capacity to organizations requesting aid. The provincial government even took the initiative in May, 1968, to convene a special two-day workshop of seventeen sport governing bodies at Gimli. A follow-up conference was held in January, 1969, where the ground-work was done in planning the formation of a provincial sports federation. Then, in April of the same year, a significant development took place:

> . . . at a meeting of provincial sports bodies, held under the auspices of the Branch, a Manitoba Sports Federation was formed . . . . in order to enable sports bodies to offer more extensive services and obtain greater resources through the co-operative efforts of all 44 member groups (Department of Tourism and Recreation Annual Report, 1969-70).

In the ensuing years, particularly during the formative stages, the Manitoba Sports Federation (M.S.F.) received provincial government funding on several occasions.[10] Following its incorporation in 1970, the M.S.F. co-operated with the provincial government on several projects; in 1974-75, $25,000 was allocated to the M.S.F. by the government for the implementation of an Athlete Injury Centre;[11] and starting in 1975-76 the two bodies jointly funded Man-Plan, an athlete assistance program which had a total cost during the first year, of $93,459.95 ($46,729.99 government share) to support 195 athletes in twenty-six sports (Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1970-75; Department of Health and Social Develpoment Annual Report, 1976:120; Horton, 1976).

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[10] The grants given to the M.S.F. varied each year and totalled $10,000 in both 1970-71 and 1971-72; $25,000 in 1972-73; $11,000 in 1973-74 and $25,000 in 1974-75; but basically due to deteriorating relations with the government and a desire by the sports federation to remain as autonomous a body as possible, regular provincial government grants ceased after 1974.

[11] In 1976-77, the M.S.F. ran into financial difficulties

The government sport agency in Manitoba became engaged in several special projects, sometimes in conjunction with other groups. One of the most important in this category was an M.S.F. initiated project called Masport which was designed to draft a comprehensive sport development policy for Manitoba. A committee was struck in 1975 with representatives from: sport (i.e. M.S.F.); industry; recreation (Manitoba Parks and Recreation Association); education (Supervisor of Physical Education Branch--Manitoba Government); the City of Winnipeg; the Manitoba Government (Director of the Recreation Branch; Director of the Fitness and Amateur Sport Branch); and the Federal Government (Regional Representative for Sport Canada). The Fitness and Amateur Sport Branch collaborated to the extent of having its Director, Don Fletcher, on the committee as well as providing office space in the Sport Administrative Centre during the drafting of the report. Upon completion of this report several of its recommendations were implemented, although many of its comprehensive and costly suggestions could not be put into practice for reasons primarily associated with a lack of funding. A novel promotional program of the Recreation Branch commencing in 1972-73 was the purchase of season tickets (550 the first year) from the Winnipeg Jet Hockey Club to ensure that the underprivileged had an opportunity to view professional hockey. Starting in 1976, the F. and A.S. Branch implemented

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and had to drop its sponsorship of the Athletic Injury Centre, Moreover, the Manitoba Government picked up the entire program costs, although the services were reduced to some extent (Fraser, 1978).

the National Coaching Development Program in Manitoba when a coaching coordinator was hired by the provincial government to administer the provincial government effort in this area (Stone, 1976; Masport (mimeograph), 1976:2). Another Fitness and Amateur Sport Branch function was sponsoring and organizing the Annual Provincial Sports Award Banquet first held in 1975 (Stone, 1978).

Finally, the Manitoba Government sport agency served as the official liaison with the federal government's Fitness and Amateur Sport Program during national meetings and on various co-operative endeavours (i.e. Canada Games, Game Plan, National Sport and Recreation Facilities Survey). Representatives from both the Fitness and Amateur Sport Branch and the Recreation Branch also sat on the Interprovincial Council for Sport and Recreation, a body which served as a forum to discuss and develop policies of mutual interest to Canadian provincial governments.

5. Miscellaneous Services. Because of its broad recreation mandate,[12] the Recreation Branch maintained a number of programs with some sport affiliation even after the sport and recreation agencies were split into two separate entities. In this regard, extremely important services such as consulting on program and facility development, a comprehensive community

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[12] While sports services, especially those provided to communities were a major feature of the overall program of the Recreation Branch, they did not constitute its only interests. Other recreational programs (e.g. drama, art, outdoor recreation, etc.) were also sponsored by this agency over the years as it attempted to develop all facets of recreation.

recreation grants package and leadership courses (e.g. recreation directors, swimming pool operators, arena managers, etc.) were made available for municipal recreation purposes. In the late 1960's, special emphasis was given to developing youth leadership and in 1969 a Provincial Conference on Youth was held to ". . . improve recreation services for youth in Manitoba" (Department of Tourism and Recreation Annual Report, 1968-69:p. unknown). Once again, Gimli was often the centre of attention in hosting the many varied recreation courses which often had sport as an integral part of their agenda. Government funds were also given on a regular basis to provincial recreation associations (e.g. Manitoba Parks and Recreation Association) which occasionally used the money on sport-related projects.

A major program with repercussions for sport that was administered by the Recreation Branch was a Capital Recreation Facility Grants Program initiated in 1972-73. With the source of funding from extensive lottery profits, numerous sports facilities were constructed from grants totalling: $986,390 in 1972-73; $1,033,511 in 1973-74; $755,111.25 in 1974-75; $1,524,853.04 in 1975-76; and $688,022.11 in 1976-77. Under this financial assistance program, grants were paid for one quarter of the cost of developing sports facilities to a maximum of $20,000 (Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1970-77; Miller, 1976).

Another area of government programming presented under this miscellaneous section concerns the fitness services provided by the Fitness and Amateur Sport Branch. The interests in fitness became prominent in 1975 with the change in title from the Sport Directorate to the Fitness and Amateur Sport Branch and its relocation in the Health and Social Development Department. The Advisory Council on Fitness and Amateur Sport was instrumental in promoting fitness services in the government through recommendations to the Minister starting in 1976. This led to expanded fitness services and the hiring of a Senior Fitness Liaison Officer, Floyd Johnson, in 1977. With a budget of $124,000 in 1976-77 and plans for greatly increased expenditures in the next few years, the Fitness Section of the Fitness and Amateur Sport Branch instituted various programs. In 1977-78, these included:

1. Operation RENU. Its purpose is to conduct fitness tests and provide nutritional counselling to the general public in various communities.
2. Fitness Incentive Grants (to Groups).
3. Leadership Development and Certification Program.
4. Manitoba Sports Injury Centre.
5. Particicommunity: Aimed at encouraging a community to use a comprehensive campaign to stimulate citizens to take part in regular physical activity of their choice.
6. Provincial Fitness Recognition Scheme.
7. Manitoba Marathon: Encourage sport and community organizations to stage single endurance event

activities (e.g. cross-country skiing, running, cycling, etc.) on a mass participation basis (Fitness Unit Program Information, 1978-79 Outline, mimeograph).

Plans were made for further fitness program expansion up until the 1978-79 fiscal year with a high percentage of the costs paid for from lottery profits controlled by the Health and Social Development Department and the Advisory Council on Fitness and Amateur Sport. The progressive proposals in this field, however, were not finalized due to an assessment of all government services by the newly-elected (Fall, 1977) Conservative Government (Stone, 1978).

Miscellaneous Manitoba Government Involvement in Sport

Apart from the programs of the Recreation Branch and the Fitness and Amateur Sport Branch, other types of provincial government activity in sport were evident. For example, the Department of Education through its Physical Education Branch maintained a large interest in this field due to its concern with school physical education and athletic programs. The Physical Education Branch expanded in 1966-67 by hiring an Assistant Supervisor, Mr. R. LaPage, to assist the Supervisor, Mr. George Nick. The latter individual continued to serve as Executive Advisor to the M.S.S.A.A[13] while the Branch provided additional support services (e.g. publishing a bulletin). Some functions of the Branch included a wide range of advisory and support services to teachers and schools in the areas of: program and professional development; research and evaluation; facility construction and usage; special programs (e.g. Centennial Athletics Awards Program and Manitoba Centennial Physical Fitness Awards Plan); and a liaison function (e.g. representing the Department on the Masport Planning Committee)(Nick, 1976; Department of Education Annual Reports 1966-1974).

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[13] The M.S.S.A.A. became the Manitoba High School Schools Athletic Association (M.H.S.A.A.) in the mid 1970's. In 1972-73 the M.H.S.A.A. received its first grant from the Fitness and Amateur Sport Branch to hire a full-time Executive Director. With this appointment, the need for an Executive

Within certain administrative units of the Department of Tourism, Recreation and Cultural Affairs some sports services were undertaken. For example, the Department's tourism section made efforts to heavily promote the Pan-American Games in 1967 as well as centennial sports events in 1970 in the hope of increasing tourist revenues. The Parks Branch of this Department was engaged in making available some facilities (i.e. golf courses, lawn bowling greens, ski areas, tennis courts) and limited organized courses in Manitoba's network of provincial parks. And the Research and Planning Branch involved itself in various sport matters such as the Masport study and other efforts where planning assistance was required (Department of Tourism, Recreation and Cultural Affairs Annual Reports, 1970-76).

Advisor from the Department of Education was reduced; consequently, after George Nick's retirement in 1976, the Executive Advisor position was not refilled (Nick, 1978).

The Department of Agriculture also exhibited some interest in the sporting milieu. This occurred, in one way, through the Department's 4-H program with some of its emphasis on physical recreation pursuits. Commencing in the 1970-71 fiscal year, the Department also instituted Community Schools Recreation Director and Community Schools Co-ordinator test projects which included sports and recreation programs; unfortunately, these projects were terminated in 1972-73 (Department of Agriculture Annual Reports, 1970-73).

In 1967 the Manitoba Government became involved in the celebration of Canada's Centennial and, as occurred in other western provinces, sports events and the construction of sports facilities were a popular category into which provincial government funds were channelled. Again in 1970, during Manitoba's own Centennial year, large amounts of provincial government funds were allocated to the Manitoba Centennial Corporation. Within this organization was a Sports '70 Committee, chaired by James Daly, and it helped to sponsor some eleven international, forty-one national and twenty-eight provincial sports championships over the course of the year (*Manitoba '70 Newsletter*, Number 3).

The 1967 Pan American Games held in Winnipeg deserve mention as an event which elicited a great deal of provincial government support. From a pre-arranged, three-way government cost-sharing agreement, the Manitoba Government's share of the final $6,080,618 total amounted to $2,560,309. In addition, various government officials served in an administrative capacity on a number of the Pan-American Games Committees. This list included the Lieutenant-Governor of Manitoba, the Honourable S. Bowles, and the Premier of Manitoba, the Hon. Duff Roblin, both of whom served as Patrons of the Games (Vth Pan-American Games Report, 1967:40).

As occurred in the past, the Manitoba Government occasionally provided funds to sport groups and sports events apart from the grant allocations of the primary government sport agency. For example, the Pan-American Games cited above, the Canadian Olympic Association and the Commonwealth Games Association of Canada all received substantial provincial funding. These types of miscellaneous sports grants came directly out of the provincial treasury and usually required Cabinet or Executive Council approval. There were several special programs sponsored by the Manitoba Government which could be classified in the sport service area. The provincial Student Temporary Employment Program (STEP) was often taken advantage of by the Physical Education Branch and the Recreation Branch in staffing summer recreation programs, many of which had sport in their composition. The previously-mentioned Operation RENU project was a fitness/ nutrition program initiated in 1972-73 by the Department of Health and Social Development in cooperation with other agencies which formed an Advisory Committee. Over a five-year period up until 1977, Operation RENU's total cost was $607,404.15

with $319,109.41 spent by the Health and Social Development Department and the remainder by other involved departments (Department of Education Annual Reports, 1966-1974; Stone, 1978).

Another miscellaneous government activity which had ramifications on sport was Manitoba's participation in lottery schemes. Starting with the first major lottery program, the Manitoba Centennial Sweepstakes, held in 1970, lottery monies from it as well as subsequent schemes (i.e. Manitoba Golden Sweepstakes, Western Canada Lottery, the Provincial and the Western Express) were channelled into sports programs. It was the formation of the Manitoba Lotteries Commission in 1971 which provided the administrative structure to handle Manitoba's entrance into this new profit-making field. During 1975-76, the Manitoba Lotteries Commission changed its role from one of marketing and distributing tickets to solely that of marketing. A new distributing operation, the Western Lottery- Manitoba Distributor Inc., was established in 1976 as the wholly-owned and operated corporation (Corporation A) of the Manitoba Arts Council, the United Way of Winnipeg and the Manitoba Advisory Council on Fitness and Amateur Sport all of which shared equally in the revenues of this lottery operation. Thus, the Advisory Council on Fitness and Amateur Sport had the responsiblity of recommending grants from these profits to sports and fitness programs. In addition, there were still other lottery profits accruing to the Manitoba Lotteries

Commission. These funds were transferred to the Lottery Trust Fund which then allocated the money according to: seventy-five percent to the Department of Tourism Recreation and Cultural Affairs for various cultural and recreational programs, in particular the Capital Grants for Recreation Facilities Program; and twenty-five percent to the Department of Health and Social Development for use on sports programs. Also, profits accumulated by the provincial government as its share of the Olympic Lottery ($229,136) and Loto Canada ($93,000 up to October 1977) were spent on various types of sports and recreation programs. In all cases, the Provincial Cabinet had the final say in the expenditure of lottery monies. Furthermore, the Director of the Fitness and Amateur Sport Branch, Don Fletcher, serves as the Executive Director of Lotteries in Manitoba and helps to coordinate the lottery funds spent on sport program areas. As a result, sport in Manitoba benefited to a large degree from the influx of lottery profits into the provincial treasury (Manitoba Lotteries Commission Annual Report, 1975-76; Stone, 1978; Miller, 1978).

Extraprovincial Government Developments in Sport

During a dynamic era spanning the late 1960's and the 1970's, numerous important sporting developments took place outside of the provincial government sphere. The activities of the federal government, for example, shaped the pattern of sport development in Manitoba as well as influenced the types of sports programs carried out by the Manitoba Government. Federally-initiated programs such as the federal-provincial cost-sharing agreements under the 1961 F. and A.S. Act, the Canada Games and Game Plan were only a few of many projects requiring a co-operative effort between the federal and provincial levels. With Manitoba hosting the 1979 Canada Games in Brandon, certain organizational and funding priorities were made to accommodate this national sports festival. In 1970, a western regional office of the federal Fitness and Amateur Sport Program was established in Winnipeg. Following the opening of another regional office in Vancouver in 1971, Mr. Earl Dawson remained as the federal representative for only Manitoba and Saskatchewan. In this capacity, Mr. Dawson liaised with the sport agency of the Manitoba Government and worked on various projects such as Masport or whenever a federal viewpoint was required. However, this regional office was shut down in January, 1976, with Earl Dawson transferred to the federal offices in Ottawa (Dawson, 1976). The federal government also had a bearing at the provincial level via the establishment of the national Olympic Lottery scheme. In addition, federal employment programs such as the Local Initiatives Program (L.I.P.), Opportunities For Youth (O.F.Y.) and their replacements, Canada Works and Young Canada Works, occasionally had funds earmarked for the hiring of individuals to work on sport-affiliated projects.

For the 1967 Pan-American Games, the senior level of government even contributed $2,250,000 to this major sports festival. The federal impact on sport in Manitoba was certainly noticeable.

Other provincial governments, too, had an influence on sport policies implemented in Manitoba. Manitoba followed suit, albeit on a reduced scale, as provinces such as Quebec and Ontario led the way in establishing provincial sport administrative centres, provincial games and elaborate grant programs to sport associations. With the Interprovincial Council for Sport and Recreation serving as a forum whereby the Canadian provinces could collectively share ideas, there was a ready-made situation for Manitoba to in some way borrow ideas from its counterparts.

Recently, municipal governments, particularly in the large urban centre of Winnipeg, developed more elaborate sport and recreation programs and facilities, thereby assuming a prominent role on the Manitoba sports scene. As well, school and university physical education and athletic programs were refined over the years and the educational system proved to be the breeding grounds of many Manitoba sportsmen and sportswomen. And, three specific events--the 1967 Pan-American Games, the 1967 Canadian Centennial and the 1970 Manitoba Centennial--all had a positive stimulus on the growth of sport in Manitoba.

Finally, private sector sporting groups literally took off during this period, encouraged in part by provincial government funding and administrative assistance. Thus, such bodies as the Royal Canadian Legion Sports Foundation, the Manitoba High Schools Athletic Association, the Manitoba Parks and Recreation Association and individual sport governing bodies in hockey, track and field and basketball, became more active forces in the provincial sport network.

Meanwhile, by the Seventies the Manitoba Sports Federation (M.S.F.) grew to a body which effectively served as the collective voice of amateur sport interests in Manitoba. Although this organization's dealings with the provincial government were initially very good, the relationship deteriorated rapidly. The conflict between the sports federation and the provincial government was basically linked to irreconcilable differences which developed between the M.S.F. and the Minister responsible for sport, Larry Desjardins. The reasons behind this conflict situation were complex, but mainly derived from the lottery issue. Because the M.S.F. started its own Sports Toto Lottery Scheme in order to generate funds, a confrontation evolved between this organization and the Minister who felt that the government and the Federation should work together in promoting a single lottery (Desjardins, 1976). The ensuing controversy was aired in the public press and the Manitoba Legislative Debates and even led to two meetings between M.S.F. representatives and the Premier, Ed Schreyer, in an attempt to resolve the issue. In the end, the M.S.F. was allowed to run its own lottery and turned down an invitation to participate as a one-third partner in Corporation A of the Manitoba Lotteries Commission. This decision was based on the grounds that the M.S.F. could make greater profits on its own lottery scheme, and so the partnership in Corporation A was turned over to the Manitoba Advisory Council on Fitness and Amateur Sport. Despite the difficulties, the M.S.F. initially did quite well on its own and it managed to: purchase a building and open an administrative centre which provided services to member organizations; complete Masport; initiate a sports leadership hiring program; establish an Athletic Injury Treatment Centre; and even institute the Man-Plan athlete assistance program in co-operation with the provincial government (Dawson, 1976; Fraser, 1976; Horton, 1976).

During 1977, the provincial sport federation began to experience severe financial problems, based on the inability to derive adequate revenues from its lottery program to administer its programs. The result was that the M.S.F. was forced to dramatically cut-back its services (e.g. terminate its sports leadership hiring program), release several staff including its Executive Director, Brian Horton, who resigned, and, sell its building. There also continued to be conflict between the M.S.F. and the provincial government but suffice it to say that these problems arose due to personality clashes between various key individuals, a somewhat overzealous Minister, a stubborn sports federation, with the complicated lottery issue serving as the focal point of this controversy. In the fall of 1977, with the new Conservative Government in power, there was some optimism that many of the previous clashes and lack of cooperation would be resolved and therefore lead to a more harmonious relationship between the government and the M.S.F. (Fraser, 1978).

SUMMARY AND CONCLUSIONS

The Manitoba Government's first significant activity in the sporting domain commenced in 1938 with the development of the Community Youth Centres concept, a program which was only in effect until 1941. Provincial government sports services were reinstated, following four years of inactivity, in 1945, when the Manitoba Physical Fitness Act was enacted in response to a similar type of federal legislation in the form of the 1943 National Physical Fitness Act. The Bureau of Physical Fitness and Recreation served as the primary Manitoba Government sport agency between 1945 and 1955. Under its Director, Hart Devenney, this agency was located in the Department of Health and Public Welfare where it maintained a relatively low profile in the Department hierarchy. Actually, the Bureau's sport services were very limited with activities restricted mainly to leadership development at the community recreation level and in the school system. In particular, the latter area of school sport was given a high priority in the agency's overall program. On the other hand, provincial sport associations received only sporadic and small amounts of financial aid, in addition to minor consultative assistance.

In 1954, when the federal government cancelled its support to provincial programs under the N.P.F.A. agreements, the Bureau of Physical Fitness and Recreation did not hold a high enough status in the provincial government to warrant its continuation without federal assistance. As a result, Manitoba became the only province in Western Canada to cancel its program entirely, although some sports interests, especially school sport concerns, were handled by the Physical Education Branch of the Department of Education after its formation in 1957.

During extremely active lobbying in the private sector to continue some type of sport/recreation program, a significant development was the completion of the 1958 study, Physical Education and Recreation in Manitoba. This report, combined with the federal government's re-entry into the sport field via the 1961 F. and A.S. Act and continuous public pressure, prompted the Manitoba Government to once again establish a structure with express interests in sports programs. The outcome was the passage of provincial legislation in May, 1962, a move which led to the establishment of a Fitness and Amateur Sport Branch located in the Department of Welfare. Headed by its Director, Al Miller, and a few staff, this new agency took a heavy community recreation orientation while, at the same time, augmenting its services to sport by making use of the federal-provincial cost-sharing agreements of the F. and A.S. Act. A regular funding scheme to sport associations, consulting services and an emphasis on developing sport leadership personnel were all aspects of the sports program instituted by the Fitness and Amateur Sport Branch at that time.

A structural change in 1966 resulted in the transfer of the Fitness and Amateur Sport Branch to the newly-created Department of Tourism and Recreation where it was renamed the Community Recreation Branch, a title more reflective of the agency's main concern. In the following years, staff of the Branch grew in number with sports programs also increasing in scope and in terms of total dollars allocated to this area. An extremely important development occurred in 1973 when, at the request of the Minister, Larry Desjardins, a new sport policy was drafted and quickly implemented. The result was the formation of the Sport Directorate within the Department of Tourism, Recreation and Cultural Affairs. Together with this structural reorganization came a number of key programs: the development of a province-wide games program, the development of a Sport Administrative Centre; and an expanded grants program for sport associations.

In a complex chain of events and political maneuvering, the Sport Directorate, under a revised title of the Fitness and Amateur Sport Branch, was transferred to the Department of Health and Social Development in 1975, a move which split the provincial government's sports and recreation interests by housing them in two separate departments. Under this type of situation the Fitness and Amateur Sport Branch concerned itself with provincial sport matters (e.g. services to provincial sport governing bodies) which were primarily related to elite competitive sport, as well as services in the fitness field. Meanwhile, the Recreation Branch became involved in a broad recreation program with sports services used as one means by which to help stimulate and develop municipal and regional recreation programs. The decision to have two agencies separated by departmental location was extremely unpopular among many involved groups and individuals who felt that this served to polarize two areas which should be closely affiliated.

Additional problems arose in the 1970's when a complex power struggle developed between the Manitoba Sports Federation and the Minister responsible for sport, Larry Desjardins, a controversy related primarily to the lottery issue. During these troubled times, government sports services, nevertheless, continued to grow, heavily supplemented by lottery profits which were directed into a variety of sports programs (i.e. grants to sport groups, coaching certification, recreational facilities, athlete assistance, and provincial games).

With the change to a Conservative Government in the October, 1977 election, there was an optimistic feeling that many of the previous public sector-private sector conflicts over the governance of sport could be resolved. Throughout the power struggle which had taken place, sport in Manitoba suffered some serious setbacks, although steady advancements were made and sport generally attained a higher profile in government affairs. The type of sports policies which are to be pursued in the future are in the hands of a new Conservative Government whose immediate position is not known except for its concern with an ancitipated reduction in government spending.

CHAPTER VI

THE CANADIAN SPORT DELIVERY SYSTEM: ITS EVOLUTION AND THE CONTEMPORARY SETTING

INTRODUCTION

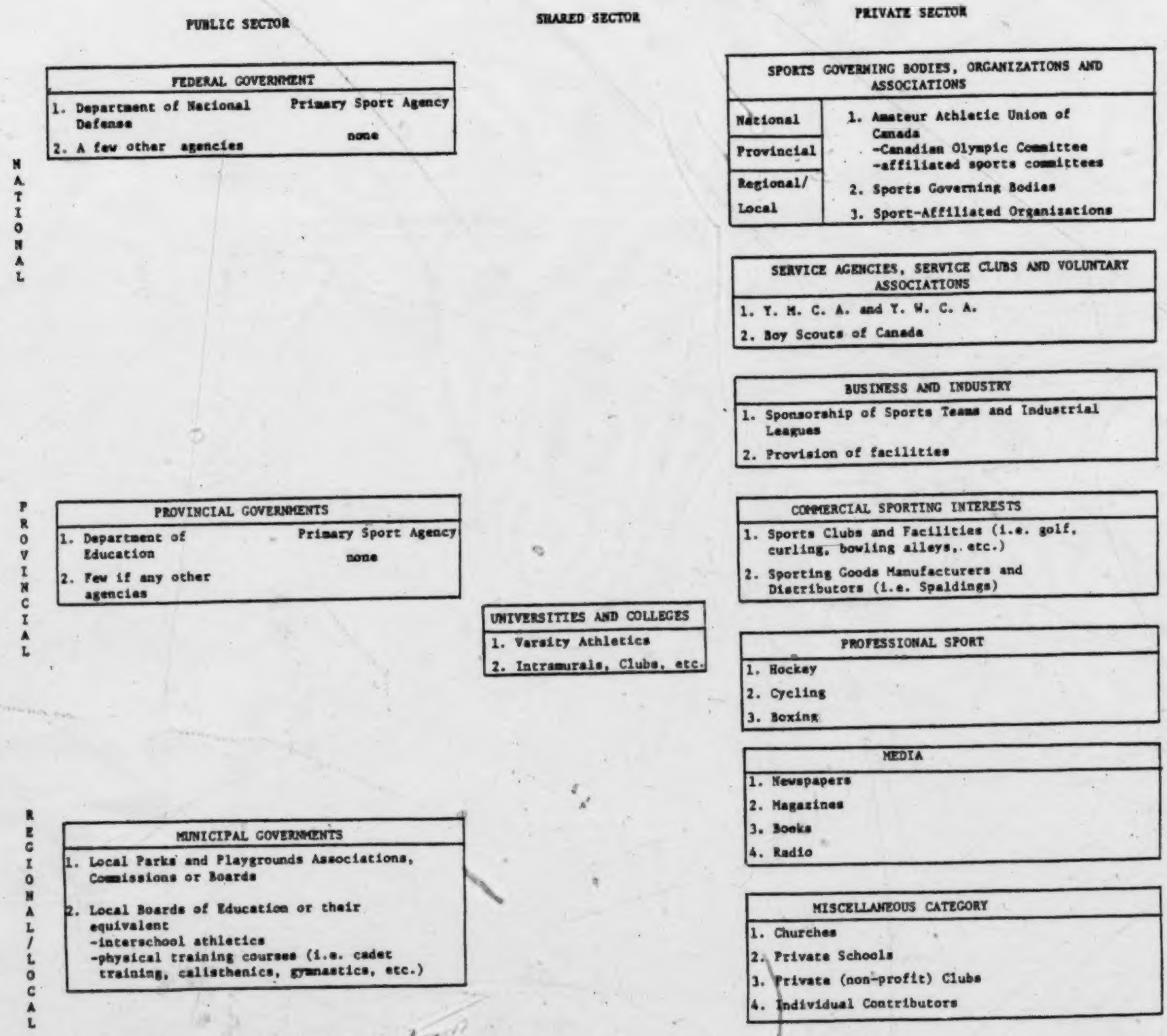
The Canadian sport delivery system has undergone a complex transformation process over the course of the present century. This was partially attributable to the expanded role assumed by provincial governments in the sport field. In a historical context, it is interesting to make a brief comparison of the sport delivery system of past years with that of today's organizational framework. Therefore, three diagrammatic representations were put forth, each one at approximately twenty-five year time intervals--the late 1920's, the early 1950's and the contemporary era of the late 1970's. In each of these diagrams, there was an attempt to classify the sectors, identify the main components and place the provincial government structures within the overall scheme. In terms of description and analysis, the emphasis was on the contemporary period, and therein an effort was made to outline the inter-relationships and coordinating mechanisms between the provincial government sport agencies and the various sectors and components of the sport system. The purpose of the chapter was twofold: to outline the evolutionary nature of the sport delivery system in Canada; and, to explain and visually depict the place of provincial government structures within the context of the entire organizational framework.

As indicated in preceding chapters, sport during the late 1920's was, first and foremost, the preserve of the private sector. Public sector interest in the governance of sport was minimal with provincial government involvement restricted to provincial departments of education and their minor concern for school physical education and athletic programs. Figure 30 reflects the dominance of the private sector, in particular, the Amateur Athletic Union (A.A.U.) of Canada, which served as the collective body representing amateur sport in Canada. It administered the activities of most sports as individual sport governing bodies were just beginning to make an appearance. The A.A.U. of Canada also was the coordinating body of Canada's Olympic participation through the Canadian Olympic Committee, a body closely affiliated with the parent organization. Other components of the system such as service agencies, service clubs and voluntary organizations, business and industry and professional sport comprised the rather simplified and uncomplicated sport delivery system in existence at that time.

By the early 1950's, the sport delivery system in Canada was significantly altered due to a number of social, economic and political factors which affected sport development across the entire nation. One was increased citizen participation

FIGURE 30

DIAGRAM OF THE SPORT DELIVERY SYSTEM IN CANADA: CIRCA 1929



PUBLIC SECTOR

SHARED SECTOR

PRIVATE SECTOR

NATIONAL

FEDERAL GOVERNMENT

1. Department of National Defense
2. A few other agencies

Primary Sport Agency
none

SPORTS GOVERNING BODIES, ORGANIZATIONS AND ASSOCIATIONS

National Provincial Regional/ Local	1. Amateur Athletic Union of Canada -Canadian Olympic Committee -affiliated sports committees 2. Sports Governing Bodies 3. Sport-Affiliated Organizations

SERVICE AGENCIES, SERVICE CLUBS AND VOLUNTARY ASSOCIATIONS

1. Y. M. C. A. and Y. W. C. A.
2. Boy Scouts of Canada

BUSINESS AND INDUSTRY

1. Sponsorship of Sports Teams and Industrial Leagues
2. Provision of facilities

PROVINCIAL

PROVINCIAL GOVERNMENTS

1. Department of Education
2. Few if any other agencies

Primary Sport Agency
none

COMMERCIAL SPORTING INTERESTS

1. Sports Clubs and Facilities (i.e. golf, curling, bowling alleys, etc.)
2. Sporting Goods Manufacturers and Distributors (i.e. Spaldings)

UNIVERSITIES AND COLLEGES

1. Varsity Athletics
2. Intramurals, Clubs, etc.

PROFESSIONAL SPORT

1. Hockey
2. Cycling
3. Boxing

MEDIA

1. Newspapers
2. Magazines
3. Books
4. Radio

REGIONAL/LOCAL

MUNICIPAL GOVERNMENTS

1. Local Parks and Playgrounds Associations, Commissions or Boards
2. Local Boards of Education or their equivalent
   -interschool athletics
   -physical training courses (i.e. cadet training, calisthenics, gymnastics, etc.)

MISCELLANEOUS CATEGORY

1. Churches
2. Private Schools
3. Private (non-profit) Clubs
4. Individual Contributors

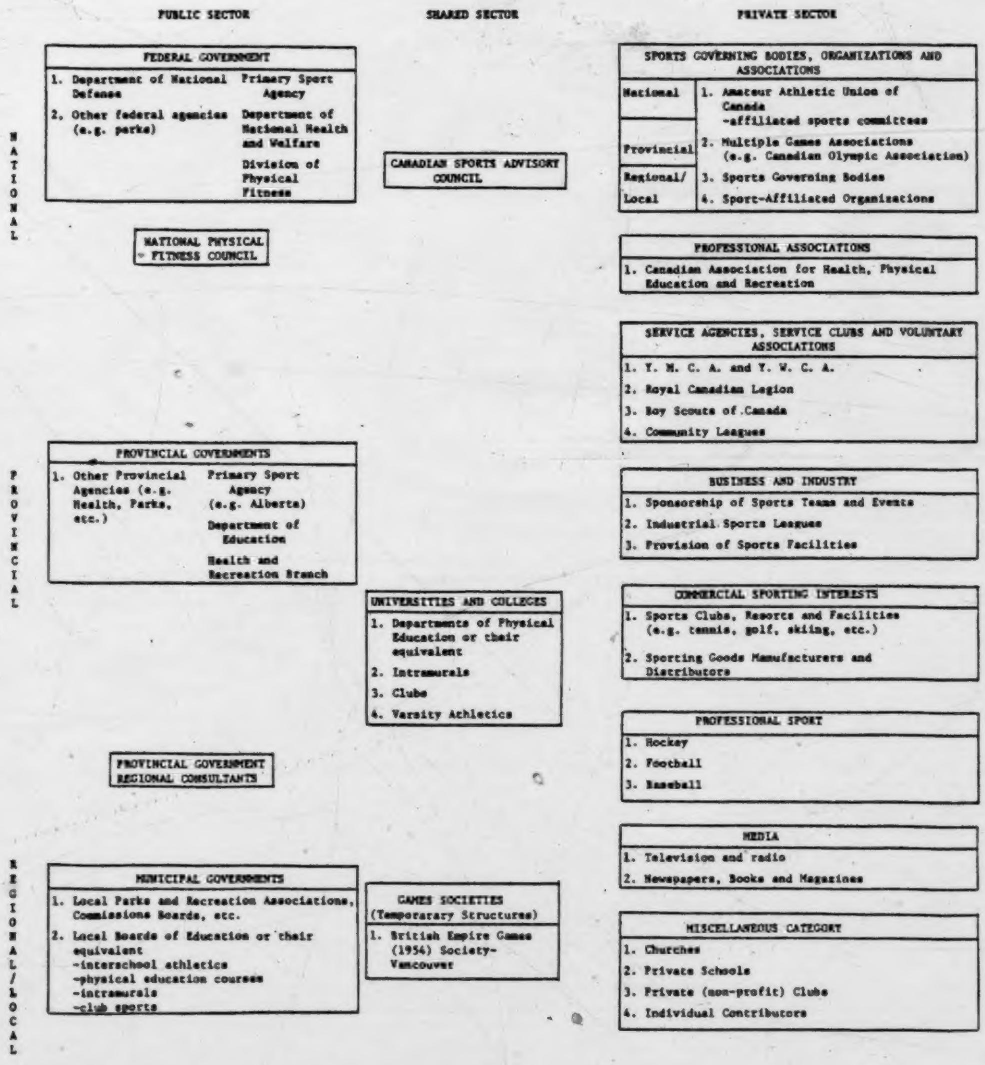
in both organized and informal activities, due in part to greater leisure time in a more industrialized era. The trend of urbanization furthermore stimulated the establishment of formalized leagues and their respective governing structures. Important technological changes in the fields of transportation (e.g. automobile, airplane), media (e.g. television) and other areas stimulated the growth of sport as well. An improved economic climate in the post-war years permitted extra funds, both private and public, to be channelled into sport in some form. There also developed a situation in which governments began to express an interest in the sport area usually for specific motives (e.g. to occupy youth during a depression era, for a physical fitness concern in a wartime period). The growing public sector interest in sport was reflected in the B.C. Pro-Rec scheme, other similar provincial programs, and most importantly, in the federal government's 1943 National Physical Fitness Act. Following the passage of this legislation all of the provincial governments with the exception of Quebec eventually entered into agreements with the federal government as monies were directed to provincial government agencies to be used for various fitness, recreation and sport-related functions. As well, the National Physical Fitness Council operated as a federal-provincial coordinating body in administering the joint program.

Despite expanding public sector concerns in sport, the private sector during the early Fifties still maintained the major controlling interest with respect to sport governance. The A.A.U. of Canada continued to rule as the most powerful body representing amateur sport, but, its sphere of influence was somewhat curtailed by two factors: the creation of an autonomous Canadian Olympic Association in 1949, a development which eroded much of the union's power; and the emergence of more and more individual sport governing bodies that wished to administer their affairs independently. Another interesting feature was the formation in 1951 of the Canadian Sports Advisory Council, a body designed to serve as the spokesman of national sport governing bodies. This Council was established following a series of three national sports meetings (1949, 1950, 1951) instigated by the National Physical Fitness Council. Private sector components including individual sport governing bodies, voluntary agencies, service clubs and others also developed more important roles in a sport delivery system which was rapidly becoming more complex (See Figure 31).

By 1977, the sport system in Canada had undergone further evolutionary change which caused it to differ a great deal from the framework operating some twenty-five years earlier. Ongoing social, economic and political change stimulated much of the sophistication which took place in the sport delivery system. For example, the greater emphasis placed on international sport in the late Fifties, throughout the Sixties and into the Seventies had important repercussions for the organizational framework of sport in Canada. Another factor was that

FIGURE 31

DIAGRAM OF THE SPORT DELIVERY SYSTEM IN CANADA: CIRCA 1953



PUBLIC SECTOR

NATIONAL

FEDERAL GOVERNMENT
1. Department of National Defense
2. Other federal agencies (e.g. parks)

Primary Sport Agency
Department of National Health and Welfare
Division of Physical Fitness

NATIONAL PHYSICAL FITNESS COUNCIL

PROVINCIAL

PROVINCIAL GOVERNMENTS
1. Other Provincial Agencies (e.g. Health, Parks, etc.)

Primary Sport Agency (e.g. Alberta)
Department of Education
Health and Recreation Branch

PROVINCIAL GOVERNMENT REGIONAL CONSULTANTS

REGIONAL/LOCAL

MUNICIPAL GOVERNMENTS
1. Local Parks and Recreation Associations, Commissions Boards, etc.
2. Local Boards of Education or their equivalent
   -interschool athletics
   -physical education courses
   -intramurals
   -club sports

SHARED SECTOR

CANADIAN SPORTS ADVISORY COUNCIL

UNIVERSITIES AND COLLEGES
1. Departments of Physical Education or their equivalent
2. Intramurals
3. Clubs
4. Varsity Athletics

GAMES SOCIETIES (Temporarary Structures)
1. British Empire Games (1954) Society-Vancouver

PRIVATE SECTOR

SPORTS GOVERNING BODIES, ORGANIZATIONS AND ASSOCIATIONS

National Provincial Regional/ Local	1. Amateur Athletic Union of Canada -affiliated sports committees 2. Multiple Games Associations (e.g. Canadian Olympic Association) 3. Sports Governing Bodies 4. Sport-Affiliated Organizations

PROFESSIONAL ASSOCIATIONS
1. Canadian Association for Health, Physical Education and Recreation

SERVICE AGENCIES, SERVICE CLUBS AND VOLUNTARY ASSOCIATIONS
1. Y. M. C. A. and Y. W. C. A.
2. Royal Canadian Legion
3. Boy Scouts of Canada
4. Community Leagues

BUSINESS AND INDUSTRY
1. Sponsorship of Sports Teams and Events
2. Industrial Sports Leagues
3. Provision of Sports Facilities

COMMERCIAL SPORTING INTERESTS
1. Sports Clubs, Resorts and Facilities (e.g. tennis, golf, skiing, etc.)
2. Sporting Goods Manufacturers and Distributors

PROFESSIONAL SPORT
1. Hockey
2. Football
3. Baseball

MEDIA
1. Television and radio
2. Newspapers, Books and Magazines

MISCELLANEOUS CATEGORY
1. Churches
2. Private Schools
3. Private (non-profit) Clubs
4. Individual Contributors

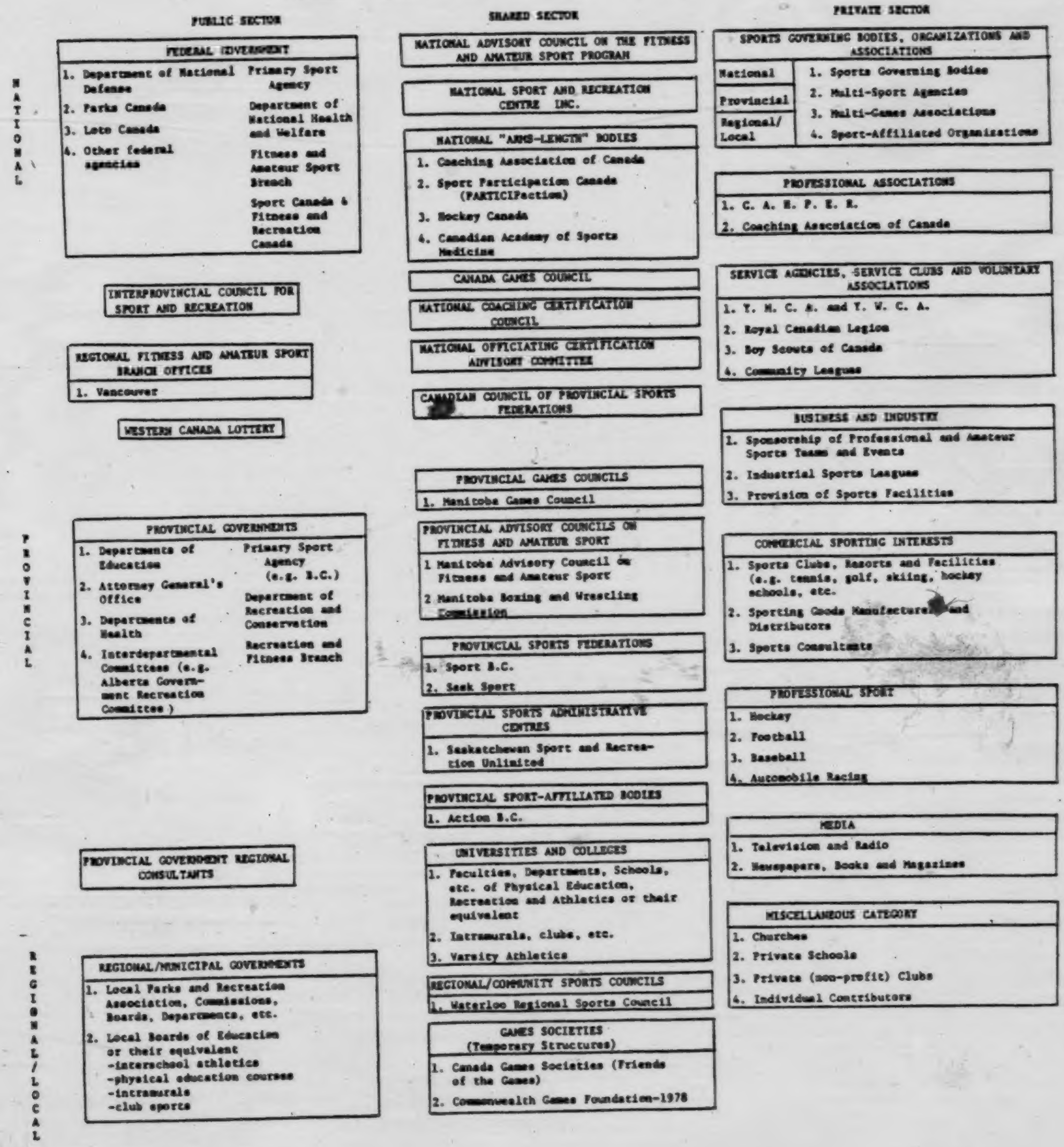
with greatly increased government expenditures in many fields, finances were available to permit the public sector to expand its role in the sporting milieu. There also developed a more pronounced shared sector consisting of organizations with both public and private sector interests inherent in its structure. Then too, the components of the private sector changed considerably with the disappearance of the A.A.U. of Canada and the emergence of new sport associations and multi-sport agencies. A descriptive overview and brief analysis of the makeup of the contemporary sport delivery system is presented in order to help describe the exceptionally intricate workings of the current organizational framework. It is also intended to provide a better understanding of the role of provincial government structures within the overall pattern.

THE SPORT DELIVERY SYSTEM IN CANADA: 1977

The initial task involved a classification of sectors comprising the organizational framework of sport in Canada. In this regard, the system was categorized on both a horizontal and vertical axis. Horizontally, the sectors were delineated as public, shared and private. On a vertical axis, the sectors of the delivery system were categorized into national, provincial and regional/municipal levels. One exception to this methodology was that not all sectors in the private category, by their very nature, were able to be classified vertically. Having outlined the diagrammatic representation in Figure 32 , a

FIGURE 32

DIAGRAM OF THE SPORT DELIVERY SYSTEM IN CANADA: CIRCA 1977



PUBLIC SECTOR

NATIONAL

FEDERAL GOVERNMENT

1. Department of National Defense
2. Parks Canada
3. Loto Canada
4. Other federal agencies

Primary Sport Agency

Department of National Health and Welfare

Fitness and Amateur Sport Branch

Sport Canada & Fitness and Recreation Canada

INTERPROVINCIAL COUNCIL FOR SPORT AND RECREATION

REGIONAL FITNESS AND AMATEUR SPORT BRANCH OFFICES

1. Vancouver

WESTERN CANADA LOTTERY

PROVINCIAL

PROVINCIAL GOVERNMENTS

1. Departments of Education
2. Attorney General's Office
3. Departments of Health
4. Interdepartmental Committees (e.g. Alberta Government Recreation Committee)

Primary Sport Agency (e.g. B.C.)

Department of Recreation and Conservation

Recreation and Fitness Branch

PROVINCIAL GOVERNMENT REGIONAL CONSULTANTS

REGIONAL/LOCAL

REGIONAL/MUNICIPAL GOVERNMENTS

1. Local Parks and Recreation Association, Commissions, Boards, Departments, etc.
2. Local Boards of Education or their equivalent
   - interschool athletics
   - physical education courses
   - intramurals
   - club sports

SHARED SECTOR

NATIONAL ADVISORY COUNCIL ON THE FITNESS AND AMATEUR SPORT PROGRAM

NATIONAL SPORT AND RECREATION CENTRE INC.

NATIONAL "ARMS-LENGTH" BODIES

1. Coaching Association of Canada
2. Sport Participation Canada (PARTICIPaction)
3. Hockey Canada
4. Canadian Academy of Sports Medicine

CANADA GAMES COUNCIL

NATIONAL COACHING CERTIFICATION COUNCIL

NATIONAL OFFICIATING CERTIFICATION ADVISORY COMMITTEE

CANADIAN COUNCIL OF PROVINCIAL SPORTS FEDERATIONS

PROVINCIAL GAMES COUNCILS

1. Manitoba Games Council

PROVINCIAL ADVISORY COUNCILS ON FITNESS AND AMATEUR SPORT

1 Manitoba Advisory Council on Fitness and Amateur Sport

2 Manitoba Boxing and Wrestling Commission

PROVINCIAL SPORTS FEDERATIONS

1. Sport B.C.
2. Sask Sport

PROVINCIAL SPORTS ADMINISTRATIVE CENTRES

1. Saskatchewan Sport and Recreation Unlimited

PROVINCIAL SPORT-AFFILIATED BODIES

1. Action B.C.

UNIVERSITIES AND COLLEGES

1. Faculties, Departments, Schools, etc. of Physical Education, Recreation and Athletics or their equivalent
2. Intramurals, clubs, etc.
3. Varsity Athletics

REGIONAL/COMMUNITY SPORTS COUNCILS

1. Waterloo Regional Sports Council

GAMES SOCIETIES (Temporary Structures)

1. Canada Games Societies (Friends of the Games)
2. Commonwealth Games Foundation-1978

PRIVATE SECTOR

SPORTS GOVERNING BODIES, ORGANIZATIONS AND ASSOCIATIONS

National

Provincial

Regional/Local

1. Sports Governing Bodies
2. Multi-Sport Agencies
3. Multi-Games Associations
4. Sport-Affiliated Organizations

PROFESSIONAL ASSOCIATIONS

1. C. A. H. P. E. R.
2. Coaching Association of Canada

SERVICE AGENCIES, SERVICE CLUBS AND VOLUNTARY ASSOCIATIONS

1. Y. M. C. A. and Y. W. C. A.
2. Royal Canadian Legion
3. Boy Scouts of Canada
4. Community Leagues

BUSINESS AND INDUSTRY

1. Sponsorship of Professional and Amateur Sports Teams and Events
2. Industrial Sports Leagues
3. Provision of Sports Facilities

COMMERCIAL SPORTING INTERESTS

1. Sports Clubs, Resorts and Facilities (e.g. tennis, golf, skiing, hockey schools, etc.
2. Sporting Goods Manufacturers and Distributors
3. Sports Consultants

PROFESSIONAL SPORT

1. Hockey
2. Football
3. Baseball
4. Automobile Racing

MEDIA

1. Television and Radio
2. Newspapers, Books and Magazines

MISCELLANEOUS CATEGORY

1. Churches
2. Private Schools
3. Private (non-profit) Clubs
4. Individual Contributors

brief discussion of the components of the sport system is forthcoming.

Public Sector

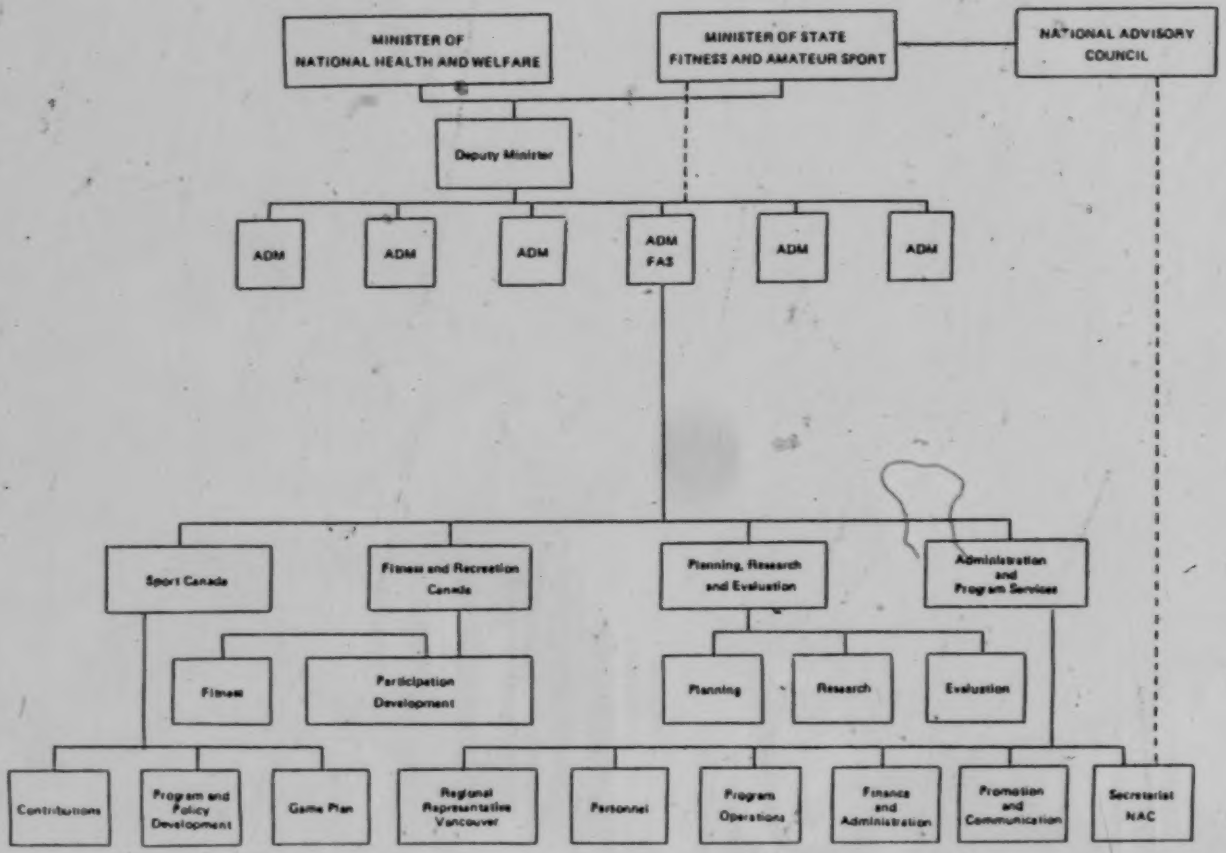
1. Federal Government. Within the public sector all levels of government have become involved in activities related to sport. At the federal level it was determined that as many as twenty-five federal government departments and agencies were involved in sport-related activities. Of these, three agencies--the Department of National Defense, the National Parks Branch and the Fitness and Amateur Sport Branch--dominate in terms of size and finances expended on this area and only the Fitness and Amateur Sport Branch has functions related to sport as its primary responsibility. Apart from these three ". . . most of the relevant programs of other agencies concerned are small and entirely diverse in both outcome and purpose." (Semotiuk, 1970:312) (See Figures 33 and 34 and Table 49).

2. Provincial Governments. The ten provincial and two territorial governments have developed structures to deliver sports programs. Like the federal level, most provincial governments have a number of departments and agencies which are involved, to some degree, in the area. As expected, the provinces vary considerably from one to the next, even among the four western provinces examined in this investigation.

FIGURE 33

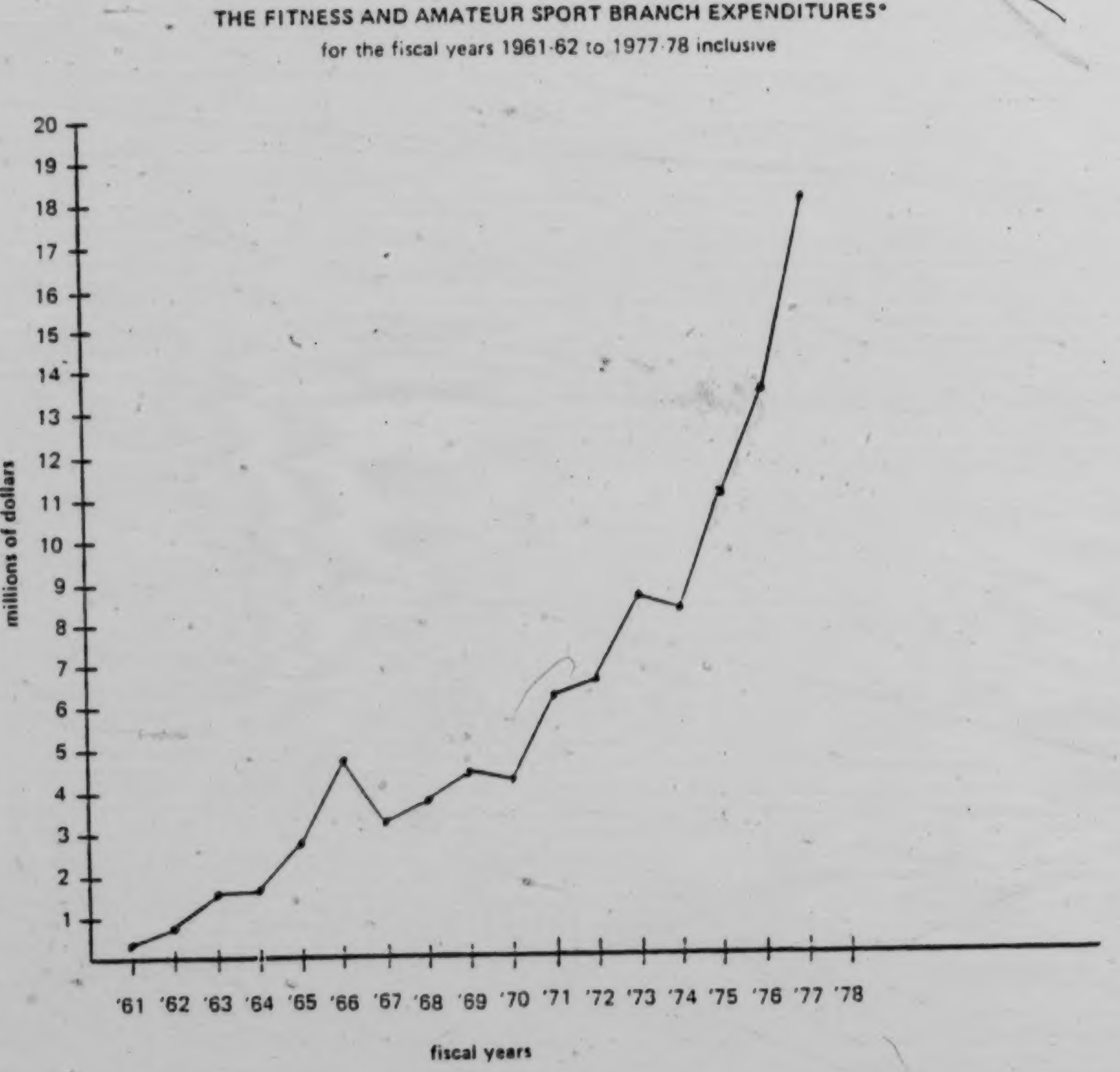
THE FITNESS AND AMATEUR SPORT BRANCH

Organization Chart


MINISTER OF NATIONAL HEALTH AND WELFARE
MINISTER OF STATE FITNESS AND AMATEUR SPORT
NATIONAL ADVISORY COUNCIL
Deputy Minister
ADM
ADM
ADM
ADM FAS
ADM
ADM
Sport Canada
Fitness and Recreation Canada
Planning, Research and Evaluation
Administration and Program Services
Fitness
Participation Development
Planning
Research
Evaluation
Contributions
Program and Policy Development
Game Plan
Regional Representative Vancouver
Personnel
Program Operations
Finance and Administration
Promotion and Communication
Secretariat NAC

Source: Green Paper on Sport, 1977:29

FIGURE 34



*NOTE: Expenditures up to the end of 1971 represent the total Branch budget, including Recreation Canada and the $1.5 million for the 1967 Pan American Games.

Expenditures after 1971 are for Sport only, including projected Loto Canada revenue but excluding the $12 million budgeted over three years for the 1978 Commonwealth Games in Edmonton, Alberta.

Source: Green Paper on Sport, 1977:30

TABLE 49

AGENCIES AND DEPARTMENTS OF THE CANADIAN GOVERNMENT INVOLVED WITH SPORT AND PHYSICAL RECREATION

Year	Type of Involvement[+]
Department of External Affairs	involved with international sports delegations both at home and abroad
Solicitor General of Canada (a) Royal Canadian Mounted Police (b) Canadian Penitentiary Services	 (a) conducts fitness and sports programs for recruit trainees (b) some facilities, as well as physical recreation and sport programs for inmates
Department of Public Works	provide statistical and demographic information indirectly concerned with sport and recreation
Department of National Defense	functions include the provision of facilities at various military bases, the organization of sports competitions and security during major sports events (e.g. 1976 Olympics)
Department of Industry, Trade and Commerce (a) Dominion Bureau of Statistics (DBS)	conduct limited research and planning studies. provide grants and enter cost-sharing agreements for the purpose of promoting sport and recreation in Canada; DBS provides relevant statistical and demographic information
Department of Regional and Economic Expansion	conducts development programs with recreational implications for underdeveloped economic areas; influence recreational and physical planning; undertake research and planning studies of a recreational nature
Department of Energy, Mines and Resources	provide statistical and demographic information, only indirectly concerned
Department of Indian Affairs and Northern Development	
(a) Native Populations	(a) sponsor programs of a recreational nature for native populations; provide limited leadership and instruction through the primary school system to Indians and Eskimos; make available recreational grants for programs and facilities to Indian Bands
(b) National Parks	(b) provide an extensive network of facilities and an environment where people can partake in physical activity (e.g. hiking, skiing, sailing, canoeing, etc.)
Department of National Health and Welfare	provides statistical and demographic information related to sport and physical recreation, promotes preventative health programs and is concerned with fitness in the broadest sense
(a) Fitness and Amateur Sport Branch	as the primary agency it is concerned with the whole range of physical activity, both competitive and non-competitive; a few of its major programs include funding to national sport associations, sponsorship of major games, funding of athletes, promoting physical fitness and a number of other services
Secretary of State of Canada (a) Canadian Broadcasting Corporation	(a) production of films and programs related to sport and recreation; broadcasting of sport events
(b) National Film Board of Canada	(b) produce films of a sport/recreation nature
Department of Fisheries and forestry	regulating and publicizing activities related to fishing and hunting
Department of Agriculture	occasionally provides facilities for physical activity
Department of Transport	provision of physical facilities for recreation (wharves, canals, waterways, marinas, etc.)
Department of Supply and Services (a) Queen's Printer	produce literature and materials pertaining to sport and recreation
Post Office	suppliers of stamps of a sporting nature
Information Canada	distribution of literature and materials pertaining to sport and recreation

[+] It should be emphasized that some departments of the federal Government also have established sport and fitness programs for their employees.

Source: Semotiuk, 1970:310-316 (modified and revised).

A similarity, however, is that each provincial government has designated a single unit to have the primary responsibility for sport activities, although in each province this particular agency usually varies in title and organizational structure (see Table 50). The directors of the various provincial agencies responsible for sport have also formed a collective body known as the Interprovincial Council for Sport and Recreation, an organization which encourages interprovincial cooperation on mutual topics of interest, and which also liaises with the federal government's Fitness and Amateur Sport Branch.

3. Municipal Governments. Within most larger municipalities certain agencies exist, usually under the title of Parks and Recreation or within the Public Utilities Commission, which are designed to look after municipal recreation, including sport programs. In communities there are frequently recreation boards, comprised of members of the municipal council and/or other appointed persons, who administer a broad recreation program consisting of a high percentage of sports activities. These boards are usually of two types--advisory boards and operational boards (See Figure 35). It should also be emphasized that a great deal of variation exists across the country and that "Each Board . . . has its own unique history and composition, its own set of objectives, philosophy, method of budgeting and financing, bylaws and structure, all dependent on the

TABLE 50

PROVINCIAL GOVERNMENT AGENCIES AND DEPARTMENTS RESPONSIBLE FOR SPORT

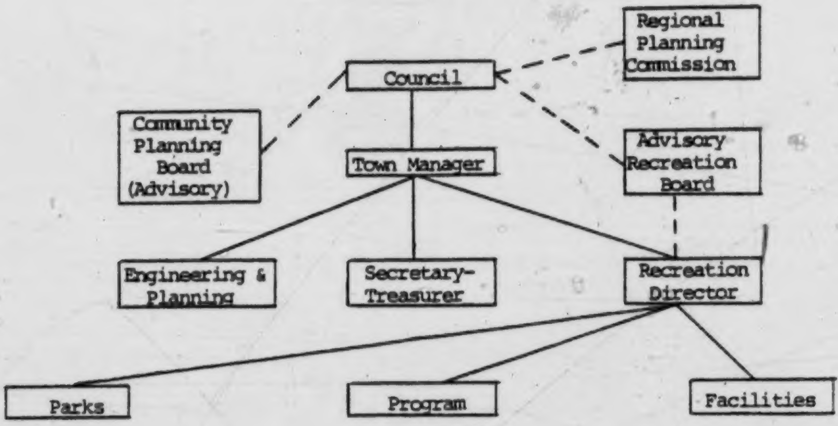
Province	Agency	Department/Ministry
Alberta	Sports and Fitness Section Recreation Programs Branch Recreation Development Division	Recreation, Parks and Wildlife
British Columbia	Sports and Fitness Division Recreation and Fitness Branch	Recreation and Conservation
Manitoba	(a) Fitness and Amateur Sports Branch (b) Recreation Branch	(a) Health and Social Development (b) Tourism, Recreation and Cultural Affairs
New Brunswick	Sport and Recreation Branch	Youth, Recreation and Cultural Resources
Newfoundland	Division of Recreation and Sports Services	Rehabilitation and Recreation
Northwest Territories	Recreation Division	Natural and Cultural Affairs
Nova Scotia	Department of Recreation	Recreation
Ontario	Sports and Fitness Division	Culture and Recreation
Prince Edward Island	Youth, Fitness and Recreation Division	Education
Quebec	Haut-Commissiariat à la Jeunesse aux Loisors et aux Sports	Education
Saskatchewan	Sports and Recreation Branch	Culture and Youth
Yukon	Recreation Branch	Education

Source: *Canadian Sports Annual*, 197[illegible] (revised and updated)

FIGURE 35

ORGANIZATIONAL STRUCTURES OF MUNICIPAL RECREATION

(A) An Advisory Board

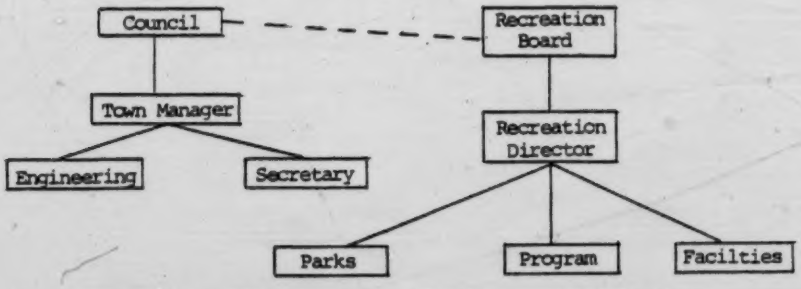

Regional Planning Commission
Council
Community Planning Board (Advisory)
Town Manager
Advisory Recreation Board
Engineering & Planning
Secretary-Treasurer
Recreation Director
Parks
Program
Facilities

(a) The Recreation Director and the staff are responsible to Municipal Council through the town manager.

(b) The Recreation Director and staff advise the Recreation Board.

(c) The Recreation Board advises Council who in turn directs the Recreation Director as to their decision on policy matters.

(B) An Operational Board


Council
Recreation Board
Town Manager
Recreation Director
Engineering
Secretary
Parks
Program
Facilties

(a) The Recreation Director and staff are responsible to the Recreation Board.

(b) The Board has authority for hiring and dismissal of staff.

Source: Now That You Are a Recreation Board Member, Alberta Recreation, Parks and Wildlife, Recreation Development Division, 1976.

nature and particular needs of the community it serves." (Now That You Are a Recreation Board Member, 1976:2). A development in the contemporary period has been the evolution of regional recreation boards and structures, often encouraged by their respective provincial governments through grants and planning assistance. Sometimes referred to as the "grass-roots" level where a large amount of sporting activity takes place, municipal governments have the very important task of providing direct programming to a varied population.

Private Sector

The private sector's interest in sport can be broken down into a number of categories which were delineated as: sport governing bodies, organizations and associations; professional associations; service agencies, service clubs and voluntary organizations; business and industry; commercial sports enterprises; professional sport; the media; and a miscellaneous category.

1. Sport Governing Bodies, Organizations and Associations. Included in this category are a very large number of different organizations. In the case of sport governing bodies, their make-up usually includes national/provincial/regional-local levels, depending of course on the size, popularity and tradition of a particular body. There also exist some multi-sport agencies such as the Aquatic Federation of Canada and the Canadian Intercollegiate Athletic

Union whose scope includes more than one physical activity. Within this category are a few multiple games associations including the Canadian Olympic Association and the Commonwealth Games Association of Canada. Finally, certain sport-affiliated organizations such as Outward Bound and the Alpine Club of Canada might also be classified in this section (see Table 51).

2. Professional Associations and Organizations. Certain professional associations have interests in sport because of the nature of the work of their members (i.e. physical educators, recreationists, coaches, athletes, sports trainers, officials, etc.). Specific examples of their representative organizations are the Canadian Association for Health, Physical Education and Recreation, the Canadian Parks/Recreation Association and the Canadian Association of Sports Sciences (see Table 52).

3. Service Agencies, Service Clubs and Voluntary Organizations. There are a wide assortment of service agencies and organizations in Canada which are involved in delivering sports services. An abbreviated list of these types of organizations is presented in Table 53.

4. Business and Industry. Over the years the business and industry component has gradually assumed a greater interest in sports activities. This interest is exhibited through employee sports programs (i.e. industrial sports leagues),

TABLE 51

SPORT GOVERNING BODIES, ORGANIZATIONS AND ASSOCIATIONS*

SPORT GOVERNING BODIES

Canadian Federation Amateur Aquatics
Federation of Canadian Archers
Canadian Automobile Sports Clubs
Canadian Badminton Association
Canadian Amateur Basketball Association
Canadian Federation of Amateur Baseball
Canadian Amateur Federation of Body Building
Canadian Amateur Bobsleigh/Luge Association
Canadian Bowling Congress
Canadian Amateur Boxing Association
Canadian Canoe Association
Canadian Cricket Association
Canadian Curling Association
Canadian Cycling Association
Canadian Amateur Diving Association
National Equestrian Federation
Canadian Fencing Association
Canadian Field Hockey Council
Canadian Women's Field Hockey Association
Canadian Figure Skating Association
Canadian Amateur Football Association
Royal Canadian Golf Association
Canadian Gymnastics Federation
Canadian Team Handball Association
Canadian Amateur Hockey Association
Hockey Canada
Judo Canada
Canadian Lacrosse Association
Canadian Ladies Curling Association
Canadian Ladies Golf Association
Canadian Ladies Lawn Bowling Council
Canadian Lawn Bowling Council
Canadian Lawn Tennis Association
Canadian Motorcycle Association
Canadian Net Ball Association
Canadian Association of Amateur Oarsmen
Canadian Orienteering Federation
Canadian Sport Parachuting Association
Federation of Canadienne de Petanque Inc.
Modern Pentathlon Association
Canadian Racquetball Association
Canadian Rugby Union
Shooting Federation of Canada
Canadian Ski Association (Alpine, Cross-Country, Jumping)
Canadian Snowshoers Union
Soaring Association of Canada
Canadian Soccer Association
Canadian Amateur Softball Association
Canadian Squash Racquets Association
Canadian Amateur Swimming Association
Canadian Amateur Synchronized Swimming Association
Canadian Table Tennis Association
Canadian Track and Field Association
Association of Canadian Underwater Councils
Canadian Volleyball Association
Canadian Water Polo Association
Canadian Water Ski Association
Canadian Weightlifting Federation
Canadian Amateur Wrestling Association
Canadian Yachting Association

MULTI-SPORT AGENCIES

Aquatic Federation of Canada
Canadian Colleges Athletic Association
Canadian Intercollegiate Athletic Union
Canadian Women's Intercollegiate Athletic Association
Canadian Federation of Provincial Schools Athletic Association
Federation of the Silent Sports of Canada
Sports Federation of Canada
Canadian Wheelchair Sports Association
Canadian National Sports Association for the Blind

MULTIPLE GAMES ASSOCIATIONS

Commonwealth Games Association of Canada
Canadian Olympic Association (Pan American Games Committee of the C.O.A.)
Canadian Maccabiah Games Association

SPORT AND RECREATION AFFILIATED ORGANIZATIONS

The Alpine Club of Canada
Canadian Camping Association
Chantier Movement
Canadian Horse Council
Les Jeune Naturalistes
L'Association Canadienne des Centres des Loisirs
Outward Bound
Canadian Parks and Recreation Association
Les Soeurs de Bon Conseil
Canadian Youth Hostels Association

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*This is a comprehensive but not all-inclusive list. It should also be noted that most national sports governing bodies also have provincial and regional-local affiliated bodies.

TABLE 52

SPORT-AFFILIATED PROFESSIONAL ASSOCIATIONS AND ORGANIZATIONS

Canadian Athletic Therapists Association

Coaching Association of Canada
- Special Coaches Association (e.g. National Association of Basketball Coaches of Canada)

Canadian Association of Deans and Directors of Colleges, Faculties, Schools and Departments of Physical Education

National Association of Collegiate Directors of Athletics (North American)

Health, Physical Education and Recreation Organizations
- Canadian Association for Health, Physical Education and Recreation
- Ontario Physical and Health Education Association
- Association des Professionels de l'Active Physique du Quebec
- La Federation des Educateurs Physiques
- Ontario Recreation Society

National Intramurals Association (North American)

Canadian Medical Association

Canadian Physiotherapists Association

National Sport Technical Directors Council

Professional Athletes Players Association
- Canadian Professional Golfer's Association
- Ontario Jockey Club
- National Hockey League Player's Association

Canadian Ski Instructors Alliance

Canadian Academy of Sports Medicine

Sportswriters and Sportscasters Associations
- Canadian Football Writers Association
- Canadian Golf Writers Association
- Canadian Hockey Writers Association
- Ontario Sportswriters and Sportscasters Association

Canadian Teachers Federation
- Ontario Secondary Schools Teacher's Federation
- Ontario Council of Teacher Education in Health and Physical Education

Officials Association
- Ontario Board of Approved Basketball Officials

TABLE 53

SERVICE AGENCIES, SERVICE CLUBS AND VOLUNTARY ORGANIZATIONS WITH SPORT INTERESTS

(a) Service Clubs	(b) Service Agencies	(c) Volunary Organizations
Lion's Club	Y.M.C.A.; Y.W.C.A.	Community Leagues (e.g. Federation of Edmonton Community Leagues)
Optimists Club	Boy Scouts of Canada	
Kinsmen Club	Girl Guides of Canada	
Rotary Club	Canadian Girls in Training	
Royal Canadian Legion	*Royal Life Saving Society	
Le Club Richilieu	*Water Safety Service of the Canadian Red Cross	

*These types of service agencies differ, in that they themselves do not directly administer services but instead provide a "packaged" program to other organizations or groups which in turn operate the particular program.

the provision of sports facilities and business sponsorship of sports events (See Table 54).

5. Commercial Sports Enterprises. Included in this component are countless numbers of clubs (e.g. racquets, tennis, golf), resorts (e.g. ski), summer camps (e.g. basketball, hockey) and other enterprises operated on a commercial basis. Also within this group are sporting goods manufacturers and distributors, health and fitness clubs (e.g. Vic Tanny's) and other types of profit-making operations (See Table 55).

TABLE 54

BUSINESS AND INDUSTRY SPONSORSHIP OF SPORT*

Business/Industry	Type of Sponsorship
Air Canada	Silver Broom World Curling Championships
Carling-Okeefe Breweries Ltd.	Carling-Okeefe Sports Foundation (grants to various amateur sports), ownership of Quebec Nordiques of the W.H.A.
Coca-Cola Ltd.	Donation of advertising time to help the C.O.A. raise funds for 1976 Olympic athletes
Colgate-Palmolive Ltd.	Financial contribution to PARTICIPaction and distribution of a fitness pamphlet
Imperial Oil Ltd. (Esso)	Distribution of N.H.L. schedules
Imperial Tobacco Co.	du Maurier International World Cup Ski Races
Labatt's Breweries of Canada Ltd.	Labatt's 500 Car Race; ownership of Toronto Blue Jays of the American Baseball League
MacDonald Tobacco Co.	The MacDonald Briar (Canadian Men's Senior Curling Championships)
Molson's Breweries Ltd.	Distribution of C.F.L. schedules, and sponsoring of a sport film library for public use
Prudential Life Insurance Co.	Great Moments in Sport Reproductions, Cross Canada Sports Caravan
Rothman's of Pall Mall Canada Ltd.	Rothman's Indoor Tennis Tournament
Royal Bank	Sponsored a hockey skills test program for youths
Standard Brands Food Ltd.	Gave funds to PARTICIPaction to produce a fitness film; gave funds to Canadian Amateur Swimming Association based on the amount of product labels returned by customers

*This list provides only a few examples of the many industries, corporations, etc. which provide some assistance to sport in the country.

TABLE 55

COMMERCIAL SPORT ENTERPRISES

Type	Examples
1. Sports Clubs, Resorts, Camps, Race Tracks, and other facilities.	Lake Eden Resort Bobby Orr-Mike Walton Hockey Camp
2. Sporting Goods Manufacturers	A.G. Spalding & Bros. of Canada Ltd. Wilson's Sporting Goods Ltd. Pony Sporting Goods Ltd.
3. Sporting Goods Distributors	Sport Chek Collegiate Sports Ltd. Athlete's Foot Ltd.
4. Health/Fitness Clubs	Vic Tanny's Health Clubs Fitness Institutes Cambridge Club
5. Sport/Recreation/Fitness Consultants	Peter Elson, Toronto Fitness Communications Group, Edmonton

6. Professional Sport. The area of professional sport constitutes another component of the sport system. In this realm are the various professional leagues and clubs (e.g. Canadian Football League, National Hockey League, World Hockey Association, National and American Baseball Leagues) as well as certain professional sports organizations (e.g. Canadian Trotting Association) (See Table 56).

TABLE 56

PROFESSIONAL SPORT LEAGUES, TEAMS AND ORGANIZATIONS*

Sport	League, Team, Organization
Hockey	NHL: Montreal, Toronto, Vancouver WHA: Edmonton, Winnipeg, Quebec AHL: Nova Scotia (Halifax)
Football	CFL: British Columbia (Vancouver), Calgary, Edmonton, Saskatchewan (Regina), Winnipeg, Toronto, Ottawa, Hamilton, Montreal
Baseball	National League: Montreal American League: Toronto A number of minor league teams
Soccer	North American Soccer League: Toronto, Vancouver
Auto Racing	Canadian Automobile Sports Club
Horse Racing	Ontario Jockey Club Canadian Trotting Association

*This is not an all-inclusive list as sports such as tennis, golf, rodeo and others have also developed structures to handle their professional interests.

7. Media. Through radio, television, newspapers and magazines, the media provide a number of sports services. These include: sports news, editorials and feature stories in sports sections of newspapers; television and radio sports

broadcasts; sports news and special talk shows on radio and television; sports magazines; and sports books (see Table 57).

TABLE 57

MEDIA INVOLVEMENT IN SPORT

Type of Sponsorship	Examples
Television and Radio	
(a) Sports Game Broadcasts	Hockey Night in Canada (CBC) CFL Telecasts (CBC, CTV) CTV Wide World of Sports
(b) Sports Talk Shows	Sports Hot Seat (CTV) Sports Probe (Global)
(c) Special Shows	Bonnie Pruden Show Fit Stop (CBC) As It Happens - Jock Talk
(d) Sports News	Part of news telecasts
Books	The Grey Cup Story Canadian Sporting Heroes
Magazines	Hockey News
Movies	Face Off, Second Wind

8. Miscellaneous Components. Four areas designated as part of this miscellaneous category are churches, private (non-profit) clubs, private schools and individuals. Churches are often involved in sport-related activities through affiliated organizations (see Table 58). Across the country there are a wide array of private (non-profit) clubs (e.g. golf,

tennis, etc.) which provide facilities and services to a membership who actually own the club, often through purchased shares. There also exist a number of private schools (e.g. Ridley College in St. Catherines, Notre Dame College in Wilcox, Saskatchewan, etc.) which have sports stressed heavily in their curricula. And, various individuals (e.g. Lloyd Percival, R. Tait McKenzie) should be mentioned for their contributions to sport development. In addition, there may very well be several other unidentified areas of lesser importance which could be classified in this category.

TABLE 58

CHURCH SPONSORED ORGANIZATIONS WITH SPORT INTERESTS

Catholic Youth Organization

Jewish Community Centres

Company of the Cross

Les Guides Catholiques

Les Scouts Catholiques

Les Patros

La Communauté des Bons Pasteurs

Latter Day Saints (LDS) Sports Clubs

Shared Sector

In the contemporary period several bodies have emerged which in totality comprise a shared sector. This sector contains components for which both the public and private sectors have some responsibility in a partnership type of arrangement.

Bodies falling within this sector vary in their degree of shared sector status with some leaning more toward the public side and others more toward the private. For example, at the national level, a series of "arms-length" organizations were established by the federal government mainly as a result of the 1969 Report of the Task Force on Sports for Canadians and the later 1970 Proposed Sports Policy for Canadians. These bodies included the National Sport and Recreation Centre Incorporated, Hockey Canada, Sport Participation Canada (PARTICIPaction), the Coaching Association of Canada, and the Canadian Academy of Sports Medicine. Other components in this shared sector consist of: provincial sport federations (e.g. Sask. Sport); provincial sports administrative centres (e.g., Saskatchewan Sport and Recreation Unlimited); Faculties, Departments and Schools of Physical Education and/or Recreation and/or Athletics (e.g. Faculty of Physical Education and Recreation, University of Alberta); Advisory Councils on Fitness and Amateur Sport (e.g., Manitoba Advisory Council on Fitness and Amateur Sport); and other less prominent types of structures.

Interactional Patterns of Provincial Government Sport Agencies in the Sport Delivery System

The foregoing pages provided an overview of the entire sport delivery system, an exercise necessary to set the background prior to a discussion of interactional patterns within the system as they pertain to provincial government sport agencies. On a federal-provincial level, special federal-provincial meetings are usually held twice a year in conjunction with the sessions of the Interprovincial Council for Sport and Recreation. While these get-togethers do serve as a type of information exchange, no designation of roles or policy guidelines are actually determined. There also have been a number of specialized conferences (e.g., National Conference on Olympic '76 Development held in 1971, National Conference on Women and Sport held in 1974) which brought together federal as well as provincial government representatives to examine a theme in a cooperative fashion. Two regional offices of the federal Fitness and Amateur Sport Branch were established in Winnipeg (subsequently closed down in January, 1976) and Vancouver, with one function being to maintain Federal-Provincial contact. The senior level of government and the provinces also work cooperatively on the Canada Games Council, which is the overriding body behind this national sports festival. In addition, there are representatives of both levels of government sitting on the National Coaching Certification Council and the National Officiating Development Program Advisory Board.[1]

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[1] The members on the Coaching Council include two representatives from the federal government (Sport Canada), five from the provinces (one each from: B.C. and the Territories, the Prairie Provinces, Ontario, Quebec, and the Atlantic Provinces), two representatives from the Coaching Association of Canada and four from the national sport governing bodies. The

Interprovincially, the provinces discuss matters of mutual interest through the Interprovincial Council for Sport and Recreation, a body comprised of various provincial government administrators of sport and recreation (i.e. assistant deputy ministers, directors, etc.). Also, Provincial Ministers responsible for sport and recreation have held three conferences to date (May, 1974; November 1974; May, 1977) to discuss mutual areas of interest and to plan certain strategies in the sport and recreation field. There have also been some meetings of Deputy Ministers and Assistant Deputy Ministers within the last two years. Furthermore, in Western Canada the ministers responsible for sport met on several occasions in 1973 and thereafter during the planning for the establishment of the Western Canada Lottery Foundation, the lottery scheme which had a high percentage of its profits turned over to sport. These same western Ministers, led by the Hon. Ed. Tchorzewski of Saskatchewan, were instrumental in working cooperatively to stage the first Western Canada Games held in August, 1975, in Regina.

Provincially, communication lines down to regional/local levels are maintained by departmental regional offices, a feature typical of most provinces. These regional offices are staffed by one or more consultants who then liaise with local sport groups and municipal government recreation boards or structures on local sports issues. The Alberta Government

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Officiating Advisory Board is presently more of an ad-hoc committee with some federal and provincial government representation although it has plans to become a more formalized structure (Fodor, 1978).

has, in addition, formed an interdepartmental Alberta Recreation Committee in order to coordinate all of the provincial government's efforts in the broader field of recreation, including its sports services.

Contact between the provincial government and the private sector occurs in a number of ways, both formally and informally. Frequently, a government representative may sit on the provincial sport federation's board of directors or on certain of its committees either officially or in an ex-officio capacity. Furthermore, provincial advisory councils on fitness and amateur sport or their equivalents which operate in a few provinces (e.g., Manitoba) have lay representatives from the private sector and this body usually liaises directly with the ministerial level and/or senior civil servants responsible for the government's sports program. Moreover, as the need arises provincial government representatives may serve on special sports committees (e.g., Canada Games Society in a host city).

SUMMARY AND CONCLUSIONS

The intention of this chapter was to provide an overview of the sport delivery system in Canada with an emphasis on placing provincial government sport agencies within context of the complete organizational framework.[2] Criticism has often been made that this sport system is fragmented at every level, a situation which has led to many articulation problems. As stated in the P.S. Ross Report (1969, Part I:207):

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[2] In addition to the diagrammatic representation of the sport system put forth in this chapter, are figures contained in Appendix 2. These particular diagrams use a different

> . . . one can conclude that the system for the provision of physical recreation, fitness and sport in Canada is extraordinarily complex--perhaps more so than any other social system in our nation . . . The main problem is the extraordinary organizational fragmentation at every level of the system. The problem is accentuated by inadequate objectives, planning, research and information, communications difficulties and insufficient resources.

In the nine years since the P.S. Ross Report was released, improvements have taken place on a few fronts but not to a large extent, due in part to the "protectionist" policies adhered to by various components in the system. An unpublished document of the Ontario Government outlined some chacteristics which have led to the development of the uncoordinated sport system operating in the present-day context:

1. No single agency, government or private, has total or direct command or control over any other agency.
2. Most agencies have evolved as a direct result of an identified need.
3. Government structures and policies vary considerably from province to province.
4. The internal structures of most private agencies are enormously varied and cannot be generalized. Both vertical and horizontal relationships between agencies and associations are on a partnership in almost all cases.
5. Each level of organization (i.e., municipal, provincial, federal) is usually autonomous in terms of role, structure, function, services, programming

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approach in trying to visually depict the organizational framework of sport in Canada.

> and authority. (A Picture of the Sports Scene - Its Outline, Services, Programs and Relationships, mimeograph: page unknown).

Another document produced in 1976 by the Committee for the Unification of Sport in Canada was the aptly named Unification of Sport Report. It made a plea to better integrate the existing sport delivery system and also provided tangible solutions as to how this might be accomplished (Unification of Sport Report, 1976:1-16). Through the Green Paper on Sport (1977:25), the federal government addressed itself to some issues concerning the sport system, especially how a national sport policy might positively affect the system:

> For the first time we are in a cooperative search for better policies and an improved system for sport. . . . From a government point of view the question is whether Canadian amateur sport has reached a level of maturity which would sustain a system or structure entirely led and managed by sports persons.

Whether such a "loosening of the reins" by governments occurs in the near future, remains to be seen. It should be emphasized, however, that over the years, the public sector's involvement in the sport field, including the provincial government level, has evolved from a situation of minimal input to the point of having a very important role in the sport system.

CHAPTER VII

A REVIEW OF THE STRUCTURE AND FUNCTIONS OF THE PRIMARY PROVINCIAL GOVERNMENT SPORT AGENCIES IN WESTERN CANADA

The material presented in the following chapter serves as a discussion of the provincial government structures responsible for sport and the programs and services emanating from these primary sport agencies. The topic is examined historically, utilizing information from all four western provinces with the areas delineated for analysis including: the structure and status of sport agencies within the government bureaucracy; the civil servant and sports administration; the politicians' involvement in sport; sport policy planning; and provincial government funding for sports programs (the functional component).

THE STRUCTURE AND STATUS OF PRIMARY PROVINCIAL GOVERNMENT SPORT AGENCIES

The place of primary provincial government sport agencies in terms of departmental location was extremely varied. It can be observed from Figure 36 that in the western provinces there were no less than seventeen different departments which at one time or another were responsible for the sports services of their respective governments. In the case of all four provinces, sports services were at some

FIGURE 36

PRIMARY PROVINCIAL GOVERNMENT SPORT AGENCIES AND THEIR DEPARTMENTAL LOCATIONS: 1934-1977

Year	BRITISH COLUMBIA		ALBERTA		SASKATCHEWAN		MANITOBA	
	SPORT AGENCY	DEPARTMENT	SPORT AGENCY	DEPARTMENT	SPORT AGENCY	DEPARTMENT	SPORT AGENCY	DEPARTMENT
1934	Recreational and Phys. Ed. Branch (1934)							
1935		Education (1934)						
1936								
1937							Community Youth Centres (1938)	Education (1938)
1938			Health and Recreation Branch (1938)	Education (1938)				
1939								
1940								
1941							1941 (ceased)	1941
1942								
1943								
1944					Div. of Phys. Fit. (1944)	Public Health (1944)	Bureau of Phys. Fit. (1945)	Health and Public Welfare (1945)
1945								
1946								
1947					Div. of Phys. Fit. & Rec'n (1946)			
1948								
1949								
1950						Education (1948)		
1951								
1952							Bureau of Phys. Fit. & Rec'n (1951)	
1953	Community Programs Branch (1953)							
1954								
1955			Community Rec'n Bureau (1955-56)	Economic Affairs (1955)				
1956							1955 Physical Educ. Branch (1957)	1955 Education (1957)
1957								
1958				Provincial Secretary (1959)				
1959								
1960			Athl. and Outdoor Ed. Div. in Rec'n & Cult. Dev. Br. (1961)					
1961								
1962	Fitness and Amateur Sport Div. in Community Programs Branch (1962)						Fitness & Amateur Sport Br. (1962)	Welfare (1962)
1963								
1964					Continuing Ed. Branch (1963)			
1965			Ath. & Outdoor Ed. Div. in Rec'n Br. (1966)	Youth (1966)		Health (1965) Prov. Youth Agency (1966)	Community Rec'n Branch (1966)	
1966					Prov. Coord. of Ath. (1966)			Tourism & Rec. (1966)
1967			Athletics Div. in Rec'n Branch (1967)					
1968								
1969								
1970	Fitness and Amateur Sport Div. in Community Rec'n Br. (1970)	Travel Industry (1970)						
1971				Culture, Youth and Recreation (1971)				Tourism, Rec'n & Cult. Affairs (1970)
1972								
1973			Sports & Fitness Br. in Rec'n Development Div. (1973)					
1974	Sports Div. in Leisure Services Branch (1975)	Provincial Sec. (1975)			Sports & Rec'n Branch (1972)	Culture & Youth (1972)	Sports Directorate (1973)	
1975								
1976	Sports & Fit. Div. in Rec'n and Fit. Branch (1976)	Rec. and Conservation (1976)						
1977			Sports & Fit. Section in Rec'n Programs Br. in Rec'n Dev. Div. (1976)	Rec'n, Parks & Wildlife (1976)			Fitness & Amateur Sport Br. (1975)	Health and Social Dev. (1975)

point in time located in Departments of Education where they formed small units in a very large department. On a few occasions the sport agencies were placed in "catch-all" departments such as a Provincial Secretary's Department for lack of a better home. In 1955 the Community Recreation Bureau in Alberta became part of the Department of Economic Affairs, a structure which was mainly a collection of loose ends jokingly known as "Comical Affairs" (McFarland, 1976a). In some provinces when the sport agencies were placed in the Department of Health and Welfare, or its equivalent, the placement was usually justified on the grounds that this was where the federal government had its sport agency. This was the case in Manitoba on two occasions--when the Fitness and Amateur Sport Branch was originally established in 1962 in the Department of Welfare, and then, in 1975 when the Branch was re-established in the Department of Health and Social Development (Miller, 1976; Desjardins, 1976).

This tremendous variation in departmental location led to some instability and confusion, and above all, it illustrated the provincial governments' low proprity for sport services. This low priority, however, could be explained by the fact that during the decades of the Thirties, Forties and Fifties the economic conditions caused by depression, world war and post-war recovery prevented governments from investing heavily in sports services. There was also the social setting of the time in which sport was not as developed or as sophisticated in comparison to the contemporary period; as a result, it was primarily the preserve of private sector volunteers who governed their own affairs with little government assistance. Only in recent years were the sport agencies relocated in departments which were affiliated with sport (e.g. Alberta Department of Recreation, Parks and Wildlife); at the same time these agencies became more prominent structures within their departmental hierarchies. The reason for this change could be attributed, in part, to a much different social, economic and political climate. Demands from private sector sporting interests for greater government assistance, a fairly healthy economy and expanding government interest in the entire socio-cultural field were factors which contributed to larger and more sophisticated provincial government sport agencies.

In the past, the provincial government sport agencies generally had a low status not only in their respective departmental hierarchies but within the total government bureaucracy as well. For example, in Alberta during the post-war period when Joe Ross served as the Director of the Health and Recreation Branch, this agency was of little concern to senior civil servants and politicians. The Alberta Deputy Minister of Education at that time--Dr. W. H. Swift--noted that the Branch definitely was a low priority and that it also suffered because Joe Ross was involved as both Director of Vocational Training and Health and Recreation. Dr. Swift (1977) commented that:

> Joe's interest, energy and activities were largely in that direction [Vocational Training] and this was true with respect to me and the Minister in the Department of Education in so far as we were involved. The Health and Recreation aspect continued to run along on what little steam it had and there was not a great deal of developmental activity in that respect.

A similar type of situation was evident in the other western provinces. In Manitoba the work of the Physical Fitness and Recreation Division was not considered very important, as evidenced by a provincial government decision to eliminate the agency entirely in 1955 after the federal government pulled out its financial support in 1954 by repealing the N.P.F.A. In B.C., the Community Programmes Branch during the 1960's experienced a non-growth situation for many years, because of a basic disinterest in this bureau by the government. The Director of the Branch at the time, Jim Panton (1977), stated that:

> We still weren't getting more money in our budget; we made report after report to the Department of Education, but they were absolutely ignored. The Department of Education did not do anything for the Branch because I think that they felt it was just a little appendix in a massive organization and they couldn't give us the consideration they should have.

Small budgets also exemplified the low status of sport agencies and for many years the annual budgets of these structures were an extremely small percentage of government spending in any given year. It was only within the last few years that the budgets of government structures responsible for sport noticeably increased to become a high percentage of total departmental spending. It is significant that these budgetary increases tended to coincide with structural changes to sport agencies which, in turn, enhanced their status in the bureaucracy. It would seem that in the Sixties and Seventies as public sector spending increased dramatically in almost all fields, the sport agencies benefited from the liberal economic policies of provincial governments.

Another indicator of the growth in stature of the primary government sport agencies was an increase in staff size. Whereas the Saskatchewan Division of Physical Fitness and Recreation in 1956-57 employed seven professionals, its equivalent in 1977 (namely, the Sport and Recreation Branch, Facilities Grants Division and Regional Services Division of the Department of Culture and Youth) had approximately thirty-two professional staff. The same was true of the other western provinces, with the exception of B.C. which only in 1978 augmented its staff by a significant amount during a major reorganization.

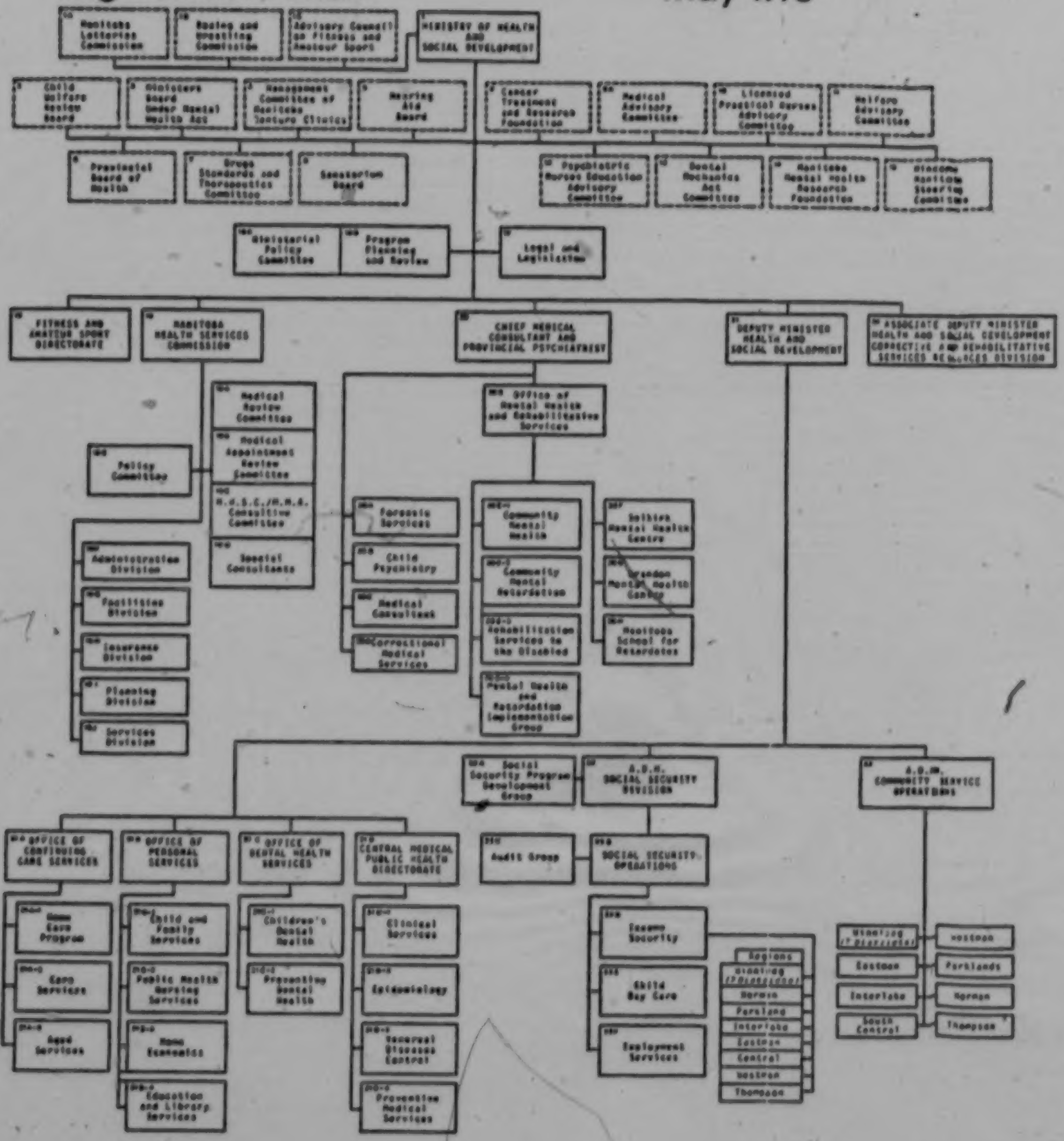
An important point of observation is that a particular sport agency usually grew out of a larger recreation structure and this arrangement was often reflected in the title. During the Sixties in Alberta, the Athletics and Outdoor Recreation Division was part of the Recreation Branch. Only during the present decade have specific provincial government sport agencies emerged (i.e. Sports and Fitness Section in Alberta), although the agency has remained part of a larger recreation unit (i.e. Recreation Programs Branch of the Recreation Development Division) which also consists of specialized sections (i.e. Recreation for Special Groups, Community Recreation and Outdoor Recreation) all of which provide various sport-related services.

In the present-day setting, Manitoba is an exception with two separate departments housing its sport and recreation agencies respectively. Numerous individuals expressed concern over this split with the overwhelming consensus in support of a sport and recreation structural union. Commenting on the Manitoba rift, Brian Horton (1976), former Executive Director of the Manitoba Sports Federation, noted that "It happens nowhere but in Manitoba and it's almost a joke and a great puzzlement to other Governments." A second structural problem of the Manitoba scene was the location of the Fitness and Amateur Sport Branch in the Department of Health and Social Development. In this location, the sport agency was a very small bureau in one of the largest provincial government departments. Figure 37 illustrates the extremely low profile of the Branch in the complex departmental hierarchy, a structural feature which must have caused the sport agency some difficulties in dealing with senior department officials and the minister. Furthermore, the separation of the Fitness and Amateur Sport Branch from the Recreation Branch, to some extent, hindered necessary cooperative efforts between the

FIGURE 37

MANITOBA

Department Of Health And Social Development
Organization Chart May 1976


Manitoba Lotteries Commission
Boxing and Wrestling Commission
Advisory Council on Fitness and Amateur Sport
MINISTRY OF HEALTH AND SOCIAL DEVELOPMENT
Child Welfare Review Board
Ministers Board Under Mental Health Act
Management Committee of Manitoba Denture Clinics
Hearing Aid Board
Cancer Treatment and Research Foundation
Medical Advisory Committee
Licensed Practical Nurses Advisory Committee
Welfare Advisory Committee
Provincial Board of Health
Drugs Standards and Therapeutics Committee
Sanatorium Board
Psychiatric Nurses Education Advisory Committee
Dental Mechanics Act Committee
Manitoba Mental Health Research Foundation
Mincome Manitoba Steering Committee
Ministerial Policy Committee
Program Planning and Review
Legal and Legislation
FITNESS AND AMATEUR SPORT DIRECTORATE
MANITOBA HEALTH SERVICES COMMISSION
CHIEF MEDICAL CONSULTANT AND PROVINCIAL PSYCHIATRIST
DEPUTY MINISTER HEALTH AND SOCIAL DEVELOPMENT
ASSOCIATE DEPUTY MINISTER HEALTH AND SOCIAL DEVELOPMENT CORRECTIVE AND REHABILITATIVE SERVICES RESOURCES DIVISION
Medical Review Committee
Medical Appointment Review Committee
Policy Committee
M.H.S.C./M.M.A. Consultive Committee
Special Consultants
Administration Division
Facilities Division
Insurance Division
Planning Division
Services Division
Office of Mental Health and Rehabilitative Services
Forensic Services
Child Psychiatry
Medical Consultant
Correctional Medical Services
Community Mental Health
Community Mental Retardation
Rehabilitation Services to the Disabled
Mental Health and Retardation Implementation Group
Selkirk Mental Health Centre
Brandon Mental Health Centre
Manitoba School for Retardates
Social Security Program Development Group
A.D.M. SOCIAL SECURITY DIVISION
A.D.M. COMMUNITY SERVICE OPERATIONS
OFFICE OF CONTINUING CARE SERVICES
OFFICE OF PERSONAL SERVICES
OFFICE OF DENTAL HEALTH SERVICES
CENTRAL MEDICAL PUBLIC HEALTH DIRECTORATE
Audit Group
SOCIAL SECURITY OPERATIONS
Home Care Program
Care Services
Aged Services
Child and Family Services
Public Health Nursing Services
Home Economics
Education and Library Services
Children's Dental Health
Preventive Dental Health
Clinical Services
Epidemiology
Venereal Diseases Control
Preventive Medical Services
Income Security
Child Day Care
Employment Services
Regions
Winnipeg (7 Districts)
Norman
Parklands
Interlake
Eastman
Central
Westman
Thompson
Winnipeg (7 Districts)
Eastman
Interlake
South Central
Westman
Parklands
Norman
Thompson

Source: Desjardins, 1976

two agencies simply because of the bureaucratic process of dealing with two different departments.

Alberta for many years was considered a leader in Canada, developing a very sophisticated recreation structure in terms of the number of staff, services offered, and total budget. The Sports and Fitness unit became one component in this integrated structure which emphasized a broad recreational program. The Section Head of Sports and Fitness, Dwight Ganske (1977a) discussed this type of approach and why it occurred:

> When you consider all our recreation staff, there's no way that any other province can match up; that indicates that our priorities have been in a vast number of areas. . . I'd say it developed because of our stronger philosophical recreation background . . . and in this regard Elsie McFarland had a bit of vision in developing these other areas.

In developing its sport services the Alberta Government structured specialized sections to handle different areas. Thus, the Recreation Services to Special Groups Section, the Community Recreation Section, the Outdoor Recreation Section and the Sports and Fitness Section all had specific functions. But in this type of organization, there was some concern that the Sports and Fitness Section, the unit which has the most direct sports services and which was concerned primarily with elite competitive sport and provincial associations, did not have the departmental status it should have had. Dan Woytiuk (1977), a consultant with Sports and Fitness from 1973 until 1977, made the following observation about his agency's position within the recreation structure:

> [Sport] . . . generally it's high profile and as a result it's sometimes been downplayed in order to bring up the other areas to a comparable level. It just doesn't seem right, sport is very significant in Alberta and it should be supported based on its need and based on the services it provides . . . I feel that recreation is screwing sport in Alberta.

In 1976, Sports and Fitness even dropped from a Branch to a Section, a development which meant a significant demotion by reducing its hierarchical status in the Department and removing it one more level from contact with the Minister, the Deputy Minister and the Assistant Deputy Minister in charge of the Recreation Development Division. Helen Greaves (1976), a consultant with Sports and Fitness from 1974 until 1976, commented on the latest structural change to the agency:

> There were problems as the bureaucracy grew. The Director of each Branch had trouble getting to the Assistant Deputy Minister and the Assistant Deputy Minister to the Deputy Minister. Since I left they've added another tier in the bureaucracy which is just unbelievable and my appraisal was that we didn't need more red tape and so changes from an administrative view were a disadvantage.

The Sports and Fitness Section, in its bureaucratic positioning at least, does not appear to have the status necessary to make it a significant government service area. On the other hand, Alberta Government services to sport in total (i.e. to the handicapped, for facilties, for community sport, etc.) would seem to be well taken care of and administered through a sophisticated bureaucracy.

In Saskatchewan, the Sports and Recreation Branch eventually developed into a bureau which maintained a high structural profile in the Department of Culture and Youth. A number of individuals in Saskatchewan credited this to the leadership and philosophical leanings of Bill Clarke, the Executive Director of the Sports and Recreation Branch. Since the Branch's inception this individual continually emphasized the sport component of the agency he administered and although the recreation structure and services are not as extensive as in Alberta, many programs are still available. The actual structural position of this sport agency also reveals that it maintains a high status in the Department with direct access via its Executive Director to the Deputy Minister and Minister.

British Columbia suffered for many years from a fragmentation of government sports services and its sport agency had a long period in the Sixties and early Seventies when it experienced non-growth. Tom Walker (1977) Executive Director of Sport B.C., noted that:

> Basically what's happened is that the Community Programmes Branch the Community Recreation Branch, and the Leisure Services Branch have been kicked from pillar to post; it lacked security, leadership and was absolutely punch-drunk. . . It's been a matter of disorganization and lack of commitment by the provincial government.

In the last few years when the government made attempts to carry out reforms, it relied on many of Alberta's policies and currently appears to be melding sport services within a total recreational concern, including environmental recreation interests. The formation in 1977 of specialized divisions (e.g. Sports and Fitness, Outdoor Recreation, etc.) as part of the Recreation and Fitness Branch of the Department of Recreation and Conservation parallels the Alberta situation quite closely.

At various points in time, each of the four western provinces had advisory councils operating in cooperation with the government bureaucracy. McFarland (1976a) felt that in Alberta, citizen recreation advisory boards to the provincial governments (e.g. the Community Recreation Board) which operated during the 50's and 60's provided important feedback on government sports programs. However, a common feature of such advisory bodies in nearly all of the western provinces was a problem of continuity. Frequently these advisory bodies to the government functioned for short periods before becoming inactive or were phased out entirely. This was the case of the early Alberta Physical Fitness Council which operated briefly in the 40's after the N.P.F.A. was proclaimed. The Manitoba Advisory Council on Physical Fitness and Amateur Sport similarly underwent periods in the 60's and 70's when it was inactive. In B.C., the Provincial Advisory Board on Adult Education and Recreation lasted for a few years in the Sixties and then folded.

It was a somewhat different situation when these councils, in addition to their advisory duties, were assigned exeuctive-type tasks such as recommending government sports grants. This important function gave the advisory bodies a sense of purpose. The Saskatchewan Council of Physical Fitness (1944 to 1962), remained an active body for this very reason. Furthermore, the Manitoba Advisory Council on Physical Fitness and Amateur Sport and the B.C. Physical Fitness and Amateur Sports Fund Advisory Committee are both currently operating on a regular on-going basis because of their responsibilities of recomending government allocations of funds to sports. Recently, these councils underwent some criticism, especially by private sector sporting interests who felt that with the maturity of provincial sports federations as the so-called "voices of amateur sport", they might better serve in the role of recommending grants than the advisory bodies. At any rate, provincial advisory councils functioned with no apparent consistency between the four western provinces as to their operating procedures.

The topic of advisory councils is one area in which provincial governments exhibited a great deal of variation with respect to whether such bodies operated and, if so, under what terms of reference. A proposition put forth at this time is that provincial advisory bodies have perhaps outlived any useful purpose that they might have had and that grant recommendations or advice on sports matters could be effectively handled by some partnership committee comprised of provincial government and provincial sports federation representatives. Another solution was outlined by Jim Daly (1976) of Winnipeg who felt that these councils have:

> . . . a tendency after a while to have a bunch of pussycats on them. . . Too many of our advisory councils now end up with people who are appointed politically and don't want to rock the boat. Some of the people with the real concerns aren't front and centre. There has to be a better way of structuring advisory committees and groups. Instead of being appointed they should be elected, maybe different organizations and agencies could nominate various people.

Over a forty-year period, there were numerous changes to the structure of the primary provincial government sport agencies. A common feature of these bureaus in each of the western provinces was an improved status from both a departmental and overall government bureaucracy standpoint. A very related subject concerning the structural aspect of the sport agencies were the individuals responsible for the actual administration of public sector sports services.

THE CIVIL SERVANT AND SPORTS ADMINISTRATION

One aspect associated with the growth of provincial government sport agencies in Western Canada concerned changes in the staff employed in this area of public sector activity. There was a growth in personnel employed in all provincial sport agencies because of the need to administer an increasing number of sports programs and services. Salary expenses, combined with greater program costs, then did much to escalate the annual budgets of the provincial government sport agencies.

As alluded to earlier, the job description and role of civil servants working in this field became very different over a period of time. In the 1940's and 1950's a civil servant had to be, literally, a "jack-of-all trades" responsible for the administration of a broad spectrum of sports, recreation and sometimes cultural programs. With the formation of specific sport agencies in the 1970's, the need arose for more specialization within these government structures. In all of the western provinces there were government employees administering the area of games, other personnel in charge of provincial implementation of the National Coaching Development Program and a large corps of regional consultants to aid in the provision of sports services to communities. Within the four provincial sport agencies other positions varied in title and function although these structures had several organizational features in common.

One problem associated with sport consultants, and to an extent regional consultants, was a high turn-over rate in some of the provinces, a factor which did little to foster the development of sound programs or lead to effective administration. In this respect, Alberta had difficulties, with a total of sixteen different sports consultants since 1969 and only two of these, Dwight Ganske and Marlene Kurt, have been employed for over five years each. Ganske (1977a) isolated the reasons for this change-over in staff as being partially attributable to having young consultants, with high ideals and little experience, who become frustrated trying to operate in a government bureaucracy with its "red-tape" and slow decision-making process. Dan Woytiuk and Helen Greaves, two former consultants in Sports and Fitness both expressed frustration in trying to work within this bureaucracy as a major reason for their departure from the civil service (Greaves, 1976; Woytiuk, 1977). Manitoba, as well, was plagued for a few years by a high turn-over rate among the government subsidized coordinators employed in the Sports Administrative Centre as administrative personnel working for sport associations. Difficulties arose over such issues as wages, work conditions in a crowded Administrative Centre, and the fact that coordinators were often responsible to four or five different associations as well as the government. This resulted in frustrated coordinators and a generally high turn-over rate which did little to help the associations or the operation of government sports programs. By 1977-78, many of the initial problems of these employees were resolved, thereby leading to stability among the coordinators and a more effective administration of sport.

Meanwhile, regional consultants associated with the sport agency historically worked under adverse conditions. In all four provinces, these individuals had to be extremely knowledgeable about a broad spectrum of recreation and sometimes cultural and youth services, in addition to sports programs. In advising and assisting communities, the consultants were not only faced with the administration of regular provincial government programs but also special programs - the Centennial celebrations, the provincial Student Temporary Employment Program (S.T.E.P.), the Federal Young Canada Works programs and several other schemes, many of which delved into the sport and recreation field. This factor coupled with long and irregular hours and large amounts of travel resulted in a job which experienced a fairly high turn-over rate. The outcome was that government services to communities suffered to an extent because of regional consultants who often were inexperienced and were frustrated by difficult working conditions. An expansion in the number of regional consultants over the years alleviated some, but not all, of the problems associated with this job category which had a fairly close affiliation with government sports services.

At the leadership levels, a situation existed in which there were long tenures of individuals heading provincial agencies responsible for sports services. Elsie McFarland in Alberta, Al Miller of Manitoba, E. W. Stinson in Saskatchewan and Jim Panton in B.C. all served as senior administrators of the sport agencies for long periods of time and their leadership brought some stability and consistency to their agencies' programs and services. Their individual philosophies also did much to shape the direction of their respective provincial programs which usually took a total recreation orientation. Panton pointed out that in administering his bureau, he constantly tried to keep in mind that ". . . sport and recreation . . . are of one substance irrevocably entwined" (Community Recreation, Vol. 6, No. 1). The most recent bureau heads in three of the provinces seem to be maintaining the tradition of long tenures with Bill Clarke in Saskatchewan, Emmett Smith in Alberta and Al Miller and Don Fletcher in Manitoba holding down their positions for six, four, eighteen and three years respectively. Only B.C., which restructured in 1977 and hired Colin Campbell to replace the retiring Jim Panton, has an individual with minimal experience as the head provincial government sports administrator.

As provincial government sport agencies became larger and more sophisticated structures, another change occurred in the background and educational training of government sports administration personnel. Whereas in the 1940's and 1950's government employees in this field sometimes had limited formal educational training, the situation was altered considerably in the ensuing years. In many cases, employees used leaves of absence to upgrade their qualifications. Also, by the 1960's, as new employees were hired, they almost always had an undergraduate university degree or college diploma. Although the Ph.D. held by Dr. J. B. Kirkpatrick of Saskatchewan during his tenure as Director of the Fitness and Recreation Division from 1944 until 1945 was a rarity at that point in time, by the 1970's, it was not uncommon to have personnel with doctoral degrees working in the government sports field. Elsie McFarland and Emmett Smith, both of whom had long careers associated with the Alberta Government sport agency, as well as Eric Broom and Colin Campbell in British Columbia were Ph.D. degree holders. Other provincial government employees in sport agencies began to upgrade their skills in graduate physical education and recreation degree programs. Thus, government sport agencies benefited by gradually having more qualified employees administer their programs.

While there were relatively few controversies of major significance concerning civil servant sports administrators, several incidents merit special attention. In one instance, George Nick, a civil servant in the Manitoba Department of Education actively campaigned with a lobby group to reinstitute a provincial fitness program after it was dropped in 1955; in the process he ran afoul of his supervisors. Currie (1976) explained that:

> Nick's Deputy Minister really raised hell. He was lobbying as a member of a professional group and his Deputy Minister said he had no right to be critical. Nick almost got canned but he was really courageous.

In B.C., during the 1960's the administration of the Fitness and Amateur Sport Division and the Community Programmes Branch was affected by in-fighting between the respective heads of the above-named bureaus, Keith Maltman and Jim Panton. This difference of opinion was not resolved until Maltman left the civil service in 1970 and this conflict situation did little

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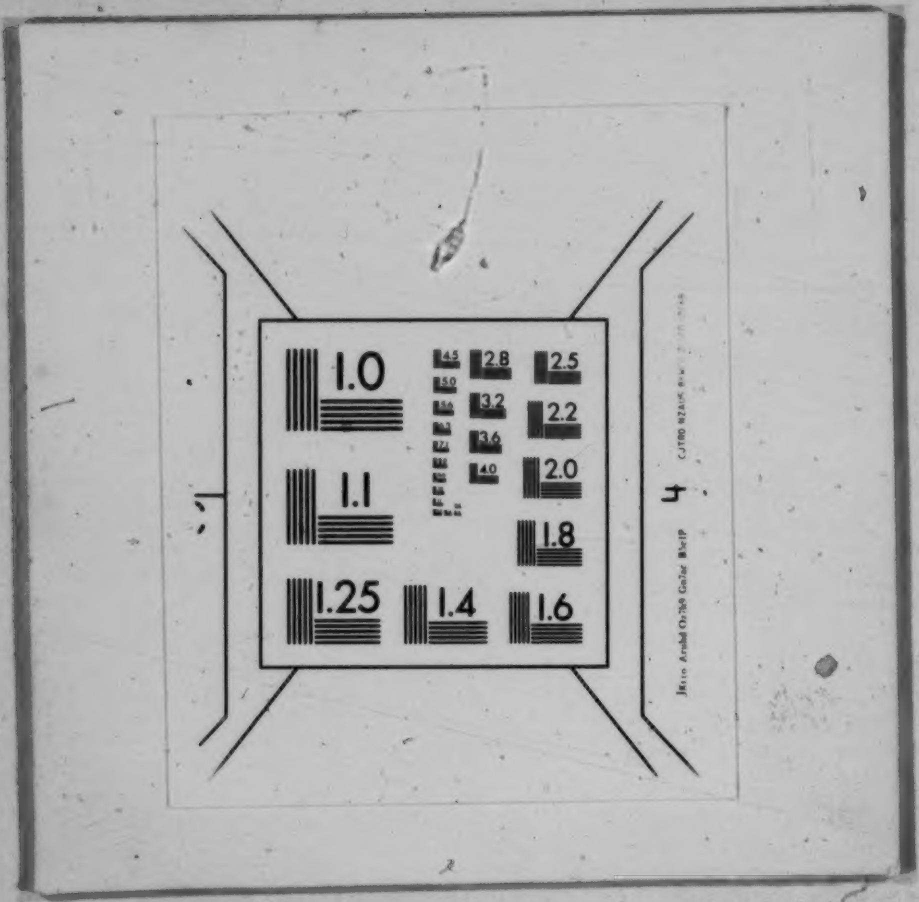
1.0
4.5
5.0
5.6
2.8
3.2
3.6
4.0
2.5
2.2
2.0
1.1
1.8
1.25
1.4
1.6
4

to further the development of effective sports programming.

A recent controversy emerged in Alberta involving a complex series of political maneuvers over Ron Butlin's position as Managing Director of Sport Alberta and later as Managing Director of the Alberta Games.[1] Since 1974 there existed unusual circumstances in which Butlin, although actually working for Sport Alberta, operated under a special government contract. The fact that this individual was outside the realm of control of Sport Alberta as well as the government sport agency and thereby working as a relative "free agent", and the fact that he was under a very lucrative contract (reported at $38,900 in 1977 and much higher than similar positions in Manitoba and Saskatchewan), made his status open to serious questioning (Nicholls, 1977). Furthermore, it did little to promote cooperative working arrangements with various sports interests in the province, including government sports administrators.

The situation was literally repeated when Butlin left for B.C. in August, 1977, in order to work in almost an identical capacity under a special government contract. In this role he was given full control of the B.C. Games program while reporting directly to the Minister of Recreation and Conservation. Again such a development did little to develop an effective sport administrative process in B.C.; at the same time various civil servants and sports enthusiasts became disillusioned with a Socred Government which brought about such an unusual structural format involving the B.C. Games (Panton, 1978). A second instance of a questionable hiring in B.C. was the appointment of Wendy Robertson as a special fitness consultant in the Department of Recreation and Conservation, a position reporting to higher departmental levels and outside of the Recreation and Fitness Branch's control.

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[1] The reader is referred to E.A. Nicholls, "Members Perceptions of Sport Alberta," Unpublished study, University of Alberta, Spring, 1977, for the most detailed account of the circumstances surrounding the Alberta Games as well as Ron Butlin's involvement in this event.

These strange structural revisions in Alberta and B.C. were, in part, the result of claimed political patronage, as Butlin and Robertson both managed somewhat protected and atypical appointments, very different from similar job titles in other provinces. The respective governments of B.C. and Alberta must be criticized for allowing such events to occur and disrupt public sector involvement in sport.

The role of the civil servants responsible for sports administration changed considerably during the evolution and development of provincial government sport agencies. Administrators with more educational training and "specialist" as opposed to "generalist" functions became the norm in the contemporary period commencing in the Sixties. As well, the individual philosophies of leadership personnel had an important bearing on the type of programs which emerged. In addition to the civil servant sport administrator was the input of another level--that of the politician.

THE POLITICIANS' INVOLVEMENT IN SPORT

The provincial politicians' role in sport in Western Canada, until recently, was very minimal. Formerly, when sport agencies were small units buried in such massive departments as Education or Health, they took a back seat to more pressing social and economic issues which occupied the time of ministers and other legislative members. Civil servants in all four western provinces made mention of the fact that some years ago when a provincial government sport agency operated on a small budget it had the freedom to essentially direct its own affairs. In many cases, the politicians were indifferent to their sports programs or held strange ideas and misconceptions as to the functions for which they were intended. Stinson (1976) of Saskatchewan related a humorous incident regarding the Saskatchewan Recreation Movement in the 1940's when the Minister approached the Division of Physical Fitness requesting that their program be taken to an outlying area in the province where it was hoped it would constructively occupy the citizens' time and thereby rectify a venereal disease epidemic in the area. Andrew Currie (1976) of Manitoba outlined the views of two Premiers of that province in the 1950's:

> Mr. Campbell and Mr. Roblin both had attitudes of how much can we do for how little. Roblin's outlook was quite indifferent to going via the school route but he thought the community recreation route had greater political impact.

During the last two decades when provincial government involvement in sport escalated, Ministers in charge of departments housing the primary sport agency found that sports issues occupied more of their time. This resulted partly because of the increasing status of sport agencies within a departmental structure, and the expanded numbers of sports programs thus received greater ministerial attention. With the advent of such programs as provincial games, politicians have not hesitated to heavily support this very visible type of service to gain political mileage. Woytiuk (1977) made the comment that "Games were essentially . . . a marriage between the politician and sport" and Harper (1976) similarly indicated that "Games are the most visible program for the politician." Also, government involvement in the lottery schemes, with their relationship to sport, on some occasions, caused politicians to make controversial decisions in this area, Manitoba being the prime example.

One problem with the recently-acquired active role of politicians in sports decision-making has been the situation of having elected representatives who are unfamiliar with the provincial sports scene. Although departments of Education, Health, Agriculture and Justice often have Ministers with related qualifications (i.e. teacher, doctors, farmers, lawyers respectively), this has not been the case with departments housing the sport agency.[2] Civil servants working in a sport agency have frequently ended up dealing with ministers who did not always effectively administer the sport portfolio. As a result, the relationship between some ministers and their civil servants has not always proved compatible. In both B.C., during the conversion from the Pro-Rec scheme to a community recreation orientation in 1953, and in Manitoba when the Fitness and Recreation program was wiped out entirely in 1955, politicians were responsible for certain decisions which were contrary to the advice of civil servants in the sport agencies.

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[2] It should be emphasized that in some cases, especially in Alberta during the 1970's, ministerial appointments were

Manitoba in the contemporary setting illustrated how an overzealous minister--Mr. Larry Desjardins--was single-handedly able to drastically alter the government's sports program. In the process he succeeded in frustrating and angering numerous civil servants through his separation of the sport and recreation portfolios. He also managed to alienate many individuals through his battles with the Manitoba Sports Federation over the lottery and other sports issues. Brian Horton (1976), the Executive Director of the Manitoba Sports Federation from 1970 until 1977 outlined this organizational problem in dealing with the Minister:

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frequently based on a politician's lack of intimacy and familiarity with a particular field. This procedure was followed on the assumption that a minister would then not bring as many biases to his portfolio and thereby be able to effectively administer his department within the framework of total government policy (McFarland, 1978).

> We are at odds with our Minister. It's unfortunate and we don't know what to do to correct it. We've gone through four different chairmen and at least two completely different Board of Directors through his [Desjardin] tenure so we don't believe--but we're prepared to share the responsibility for hard feelings--it can rest with the M.S.F. . . . in our provincial relations we basically have difficulty with one man and if we knew the answer to it we would have resolved the problem a long time ago.

The Minister, Larry Desjardins (1976), on the other hand, expressed his opinion that:

> We've had some difficulty with the Sports Federation in this province and they think it's a personal thing between us but I'm just as interested in sports and fitness as they are. I'm also Minister responsible for lotteries and that's where it all started and I had to make sure it was accountable and above board.

The controversy became so advanced as to involve the Premier, Ed Schreyer, who had two meetings with the executive of the Manitoba Sports Federation, the Cabinet and even the Legislature where the Minister, Larry Desjardins, went so far as to deliver a lengthy, scathing oration on the Manitoba Sports Federation in the spring sitting of the legislature in 1977. An analysis of this situation shows that an anxious and perhaps well-meaning politician, who did not always respond to recommendations from several of his civil servants, was able to alter the government's sports program at his own discretion. The case of Manitoba illustrated the potential influence a minister could have on altering provincial government sports policies.

Other provincial governments also experienced instances of negative intervention by politicians in certain sports matters. In fact, B.C. during the reign of the N.D.P. in the

Seventies, was characterized by infighting between two ministers, both of whom sought control of certain aspects of the sport portfolio. Because of this conflict between Ernest Hall, the Provincial Secretary and Minister of Travel Industry, and Jack Radford, the Minister of Recreation and Conservation, sports programs became somewhat fragmented by being offered through two different departments, a feature which did not facilitate the administration of sports services. In Alberta, the controversy surrounding the withdrawal of the Alberta Games mandate from Sport Alberta in 1977 was handled at the top political level including the Cabinet and did not involve the Sports and Fitness Section in the final decision-making. Dwight Ganske (1976) of Sports and Fitness noted that the matter was taken care of at levels above his head and that ". . . we were not involved due to potential political ramifications; it's more of a political decision." It would appear that some legislative members and their respective parties have come to the realization that the sport environment is a ready-made medium to gain attention and political "brownie" points. This is a situation which can be either positive or negative.

Contrasted to some of the unfortunate situations cited previously were examples of ministerial concern which had positive benefits. Many individuals in Saskatchewan both inside and outside of government credited their minister responsible for sport between 1972 and 1977, Ed Tchorzewski as being a very positive force for sport development in that province. Despite, the many problems he created, Larry Desjardins, had to be given credit for significantly upgrading government sports services in Manitoba. As ministerial involvement and interest in sport grew, the politicians were able to bring sport issues to the attention of Cabinet which in turn often led to greater public sector funding in the sport field.

The greater interests in sport exhibited by politicians became a political reality which developed over the years. The current decade of the Seventies, was highlighted by very active involvement by politicians in a field which they had previously left to the administration of civil servants. But with this type of political intervention came both potential hazards and political benefits. Moreover, sport policy planning, the next discussed topic, was one facet of provincial government involvement in sport directly affected by the politicians' recent active interest in the sport field.

SPORT POLICY PLANNING[3]

For many years provincial government involvement in the provision of sports services was related to a variety of motives. These included: reasons associated with unemployment in a depression era; to encourage physical fitness during war years: for educational purposes linked to school curricular and extracurricular activities; as part of a broad community recreation orientation; as an integral part of a youth policy; and to help promote tourism. Most recently, public sector motives have been linked to promoting sport as a facet of a socio-cultural policy which is deemed worthy of government support. The present support was also justified because of the relationship of sport to physical fitness (i.e. for health concerns) and, in a more indirect manner, because sport provides an excellent vehicle for expressing provincial identity.

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[3] A technical explanation of the term sport policy as used in this section is required. Herein, the term sport policy is used in a total or all-encompassing sense, that is, similar to a government agricultural policy or defense policy which are often set out in some type of documentation (e.g. a government

Over the years up until the last two decades, there was no real need, as dictated by the social and political climate, to have a well-planned provincial government sport policy in effect. During the early years of provincial government involvement in sport, most decision-making was left to the senior civil servants directing the agency responsible for sports services. The politicians and governing party, of course were involved, but only to the extent that this minor area of government affairs fitted into overall government policy. In the 1960's changing social trends (i.e. healthy national economy) and political factors (i.e. increased government spending in many socio-cultural fields), all stimulated

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"white paper"). To a limited extent, specific policies or decisions related to sport are also discussed but the distinction between what is termed a "sport policy" and "policies on or related to sport" should be kept in mind. For example, the implementation of new programs or even the lack of action by government can be considered policies related to sport. Herein, the emphasis was placed on the term sport policy or a documented overall government plan with some attention devoted to what constitutes policies on sport and how they are arrived at and then implemnted.

increased public sector support for the provision of sports services. Concomitant with this development was the need for more elaborate planning of how government funds were to be spent on sport.

One of the first instances of a major policy planning effort in the sport domain was the 1958 investigation, Physical Education and Recreation in Manitoba. Although this study was sponsored by federal and provincial government funds, it was a document essentially prepared by the Manitoba Recreation and Physical Education Committee, a group lobbying for greater provincial government services to the broad physical education and recreation field, including sports services. The government in Manitoba at the time was under no obligation to adopt the recommendations of the study. In fact that is exactly what happened as the Manitoba Government initially hesitated in establishing a new program despite the fact that it was under a great deal of pressure to take action. Then in 1961 when a decision was forthcoming, a modified program under the newly-formed Manitoba Fitness and Amateur Sport Branch, was established in direct response to the federal legislation in the form of the 1961 F. and A.S. Act. This incident illustrated how a number of factors including federal policy had a bearing on the eventual approach taken in Manitoba.

With the implementation of the F. and A.S. Act, federal funds were made available to the provinces with one of the first sums of money stated for special provincial surveys. These investigations were carried out independently in the western provinces in order to determine the fitness and amateur sport needs of each one. Such a development was significant in that the provincial governments actively sought out opinions of private sector organizations while carrying out these surveys. The result was that this data provided input to help establish provincial government policies on sport, especially the utilization of funds available under the federal-provincial cost-sharing agreements.

During the Seventies as provincial government sport involvement grew in scope, this necessitated more sophisticated planning to determine policies. Thus, there evolved the need, more than ever before, for a sport policy. Each of the western provinces handled its formation of such a policy or its failure to do so, in a very different manner and under greatly varied conditions.

In British Columbia the 1974 Leisure Services in British Columbia Report (Broom Report) was the province's first attempt at devising and implementing a broad leisure policy in which sport was one important factor.[4] The British Columbia study was the result of research undertaken by one person, Dr. Eric Broom, who travelled across the province and solicited opinions from a broad base of organizations and individuals. This investigation was an official government study and with the appointment of Dr. Broom in 1975 to the position of Associate Deputy

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[4] The Physical Fitness and Amateur Sports Fund, implemented in 1969, and the Community Recreation Facilities Fund which commenced in 1973, were two major policies related to

Minister of the newly-created Leisure Services Branch, his task, in effect, was to implement the policies recommended in his report. However, the cost factor and the unstable political picture in B.C. mitigated against a quick implementation of this particular plan. When a Social Credit Government emerged in British Columbia in late 1975, a slightly different approach was taken. New government directives were partially the result of an unpublished, internal investigation known simply as the Jerome Report. Based largely upon the personal opinions and recommendations of one of Canada's premier athletes--sprinter Harry Jerome--it was not known to what extent this report was used by the provincial government. The secretive, non-public status of the study was in direct contrast to the earlier Broom Report which had substantial input from a variety of sources and was released to the public. Pynn (1977) felt that despite these efforts by the government, a true sport policy was never adopted in B.C.:

> I can't recall a sport policy as such by any of the governments. No study was ever done and presented to the politician and then they'd say they'd look at it and outline a government policy for sport. No it's never occurred' it's mainly a reaction to pressure once they [Government Party] get in and its mainly a reaction to other provinces.

Alberta never undertook a major investigation with the intention of drafting a sport policy per se, instead preferring to have its sports services falling within the framework of its larger recreation mandate. A preliminary non-public study, entitled the Alberta Recreation Policy Plan,

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sport which substantially increased the B.C. Government's involvement in this field although they did not constitute an overall sport policy.

was one means by which the Alberta Government achieved this end (Smith, 1977). When the circumstances warranted the need for specialized planning, specifically-focused investigations were undertaken. Examples included: A Survey of Alberta Provincial Sports Organizations (1973); A Report on the Survey of Recreation Services for the Disabled in Alberta (1973-1975); The Commonwealth Study Final Report (1974) which gave the Alberta Government some direction in its planning for the 1978 Commonwealth Games; and A Plan for the Future (1977), a proposed fitness policy and program. It is interesting, however, that the Alberta Government refused to go ahead with a proposal labelled ADSPORTA, a Co-operative Task Force to Prepare Recommendations for the Improvement of Sport Governing Body Administration Support Services in Alberta. Actually this proposed Task Force of lay and government representatives was to be a cooperative Sports and Fitness Section/Sport Alberta venture and its terms of reference were broad enough to have produced a potentially worthwhile document guiding Alberta Government policies concerning a major area of its sport involvement. When the Task Force proposal was turned down by government officials above the level of the Sports and Fitness Section, it brought to an end what could have been considered as the initial steps to a more encompassing sport policy. With Sport Alberta basically an ineffective body and the Alberta Government refusing to reassess its sponsorship to provincial organizations and other areas, sport development in Alberta was hindered by these adverse conditions.

Saskatchewan also never carried out a major sport study with the intention of drafting a policy. Part of the reason for this was that there was never any pressure for a policy from either within government or from private sector sporting interests probably because of the essentially smooth administration of sport in that province. Several individuals attributed this to the cooperative nature by which Saskatchewan generally tends to function. Dwight Ganske (1977a) of Alberta noted the reason for Saskatchewan's success as "It's a bit more of an intimate thing and people are on a much more personal level, especially staff." Another contributing factor was the cooperative efforts between the government and Sask Sport, with areas of responsibility quite clearly defined and the sports federation having a very adequate funding base via its lottery revenues. Operating under generally harmonious conditions, there has not been any significant pressure in Saskatchewan to function under the guidelines of a sport policy.

Manitoba experienced some very interesting developments with respect to its policies on sport. When the Sports Directorate was established in 1973, it came about as a result of two major policy reports which varied in their recommendations. It was significant that the Minister of Tourism, Recreation and Cultural Affairs, Larry Desjardins did not put into practice, the suggestions of the Manitoba Advisory Council on Fitness and Amateur Sport as contained in their detailed report, A

Proposal of Involvement for the Provincial Government in the Area of Recreation and Amateur Sport. Instead he formed a special committee of select advisors who came up with the Report of the Working Committee on Sport. Thus, the Minister basically ignored a representative body of lay advisors because their recommendations of maintaing a close affiliation between sport and recreation did not coincide with his wishes. To a degree, this type of policy decision was beneficial to sport, as it resulted in a specific sport-focused agency thereby giving it a high structural profile, unprecedented in the government bureaucracy of former years. But when the Sports Directorate was eventually shifted to the Department of Health and Social Development in 1975, this ministerial decision came under extreme criticism from many sources both inside and outside of government due to the departmental separation of the sport agency from its close affiliate--the Recreation Branch. The implementation of such a policy was based solely on political motives (i.e. a ministerial desire to personally control the sport portfolio) and went contrary to the opinions of many groups and individuals intimately involved with sport in Manitoba. This example illustrates the potential ministerial power which exists and can affect policies on sport.

A recent event concerning a sport policy occurred in Manitoba in 1976 when Masport--A Master Plan for Sport Development was released. This project included a number of different representatives on the planning committee, with the provincial government providing three points of view (i.e. education, recreation and sport). It is interesting that Masport was the brainchild of the Manitoba Sports Federation and, although the provincial government supported this endeavour, the final plan never became official government policy. This extensive report was significant in that some of its recommendations were put into practice and, above all, it introduced a unique and effective method of planning for sport--through a multi-disciplinary, coordinated approach. The tremendous cost of implementing Masport in its entirety during a period of government restraint, plus unstable political conditions, were factors working against the adoption of the scheme. This suggested that the drafting of a sport policy must take into consideration the political situation, in particular, the financial policies and abilities of the government of the time; while Masport was a well-planned proposed sport policy, it had this feature as one of its shortcomings.

It is evident that in recent years as provincial government activity in sport increased there has been a need for more extensive planning, something which has been forthcoming in some but not all areas of sport involvement. It is notable that all four western provinces drafted comprehensive legislation and/or regulations concerning their facilities grants programs. Assistance to community recreation in the form of grants was another area which was spelled out quite well in departmental guidelines or provincial regulations.

However, financial aid to several types of direct sports services (e.g. to sports associations, games, coaching certification, etc.) has, in most cases, no legislative mandate. Other than in Alberta (i.e. The Recreation Development Act Grant Regulations [Amateur Sport and Provincial Recreation Associations]), legislation related to this area of sport is somewhat meagre. The many contemporary developments which made sport services a more important aspect of provincial government affairs would seem to suggest the need for definitive and fairly sophisticated legislation. This, of course, should be a major point contained in a provincial government sport policy. But, since none of the four western provinces ever undertook an investigation with the intention of implementing a sport policy, this has been one contributing factor as to why legislation has been lacking.

The federal government, unlike the provinces, took definite steps in developing a government policy on sport, evident by the 1969 Report of the Task Force on Sports for Canadians and the subsequent 1970 Proposed Sports Policy for Canadians. The earlier study in 1969, in some ways, served to alienate the provinces which felt that the Task Force Report was prepared in isolation without adequate provincial government input; moreover, it was a document which greatly affected provincial government sports programs by recommending a revision of the cost-sharing agreements, a development that took place shortly afterwards. In the fall of 1977, the federal government took the initiative in updating its policies by drafting a Working Paper Toward a National Policy on Amateur Sport, commonly referred to as the Green Paper. Out of reaction to this preliminary report it is hoped that a federally-guided national sport policy will emerge. The timing at present is very appropriate for each provincial government to similarly draft its own sport policy in concert with the federal effort and with the planning done in a coordinated manner. A "national" policy, after all, should include provincial input with the final policy taking the form of agreements ratified by the two levels of government. It is hoped that the federal level will make a serious effort to incorporate provincial proposals into this new policy--not in just a token manner of reviewing provincial suggestions but through formal negotiation and joint planning. One source aptly noted the rationale for a sport policy:

> It is no longer a luxury for a country to have a a sports policy; the framing of such a policy as an integral part of a socio-cultural policy is now an overriding need supported both by facts and by logic (Glassford, 1976).

While ideally a sport policy would appear to be a very logical method of guiding provincial government involvement in sport, political circumstances in the west have, in all cases, prevented such a situation from occurring. Instead, a wide variety of sources have influenced the directions taken by the Western Canadian provincial governments: the opinions of civil servant sport administrators involved in the implementation of programs; minor internal agency reports; special program-specific investigations; submissions from private sector groups and individuals (i.e. lobbying of government); proposals as outlined by special department planning and research sections; the influences of other levels of government (in particular the federal level as well as certain leading provincial governments); and the recommendations of advisory bodies to government, were some of the means by which policies on sport were determined. This input of course, had to conform with any dictates from senior civil servants or politicians, and be in accordance with departmental or government policy. It was this political reality, probably more than anything else, which influenced the type of policies governing sport involvement in a particular province. And from these policies came the sports programs and services of the provincial governments, each one of which maintained its own distinctive sponsorship with some variation in program funding priorities.

PROVINCIAL GOVERNMENT FUNDING OF SPORTS PROGRAMS

As the status of provincial government sport agencies increased and their budgets grew, the reasons for greater financial expenditures were twofold. One was attributable to larger salary costs resulting from the hiring of additional employees as well as steady costs of living increments. The second factor was expanded financial assistance to a greater number of sports programs. What also changed over the years was program funding priorities, a topic discussed now in more detail.

Leadership Programs.

Provincial government assistance to sports leadership programs was historically the number one funding priority of the sport agencies. Often this assistance was linked to recreation training programs which were such a prominent feature for so many years within the agencies which were responsible for sports services. Two of the oldest forms of leadership assistance were the provincial summer recreation leadership schools and direct funding to activity leaders or to communities to aid in the hiring of qualified recreation personnel. In addition to this, all four western provincial governments provided assistance to specific sports to help in the operation of training courses for coaches, officials and participants. In Alberta, McFarland (1976a) emphasized the primary objective:

> On a continuing basis it was leadership training . . . that emphasis on leadership has been predominant in the Branch and has been seen as a major function of the Branch from its outset right up until the present.

During the last fifteen years when provincial sport bodies became eligible to receive greater amounts of funding, much of this was used to develop leadership personnel. In 1972, B.C. instituted its grant program to hire provincial coaching development coordinators. Manitoba's sports services were expanded in 1973-74 to enable sport groups to hire sports coordinators who worked out of the Sports Administrative Centre. The Saskatchewan Government's assistance in this area consisted of providing funds to hire ten provincial coaches and, furthermore, by turning over the lottery responsibility to Sask Sport, funds were channelled into sport associations for the purpose of hiring full-time administrators. Alberta was the lone exception in that it did not have a specific grant program to cover salary costs of sports administrators (i.e. executive directors, coordinators, etc.). For several years the Sports and Fitness Section has been cognizant of this as a shortcoming in its program but regular requests to institute a new grant scheme have been turned down at higher departmental levels and within the Cabinet (Ganske, 1977a). Woytiuk (1977) discussed this lack of a specific leadership grant program emphasizing that:

> We must incorporate administrative support very soon into our program. I fail to understand why politically it's not palatable in this province. Our province is falling behind, its' very essential that it happens.

Greaves (1976) had a similar belief; in commenting about the emphasis on leadership; she noted that "I thought we had the objective straight but not the programs to fulfil the objectives."

On a comparative basis, the western provinces generally have not come close to the hiring assistance programs of the federal government and of the Ontario and Quebec Governments although three of the four provinces have taken steps in this direction. Due mainly to the extra costs involved, provincial governments in Western Canada were reluctant to expand leadership assistance programs to include the hiring of full-time administrators for sport organizations. This lack of action has occurred despite lobbying by private sector sporting interests for such assistance. While government financial aid for administrative hiring may not be totally desirable because it makes private associations so reliant on the public sector, these bodies nevertheless have been forced to turn to government because of inadequate funding sources. Only in Saskatchewan have the associations a firm funding base because of lottery revenues. Elsewhere, a concern exists as to how sport associations can be expected to hire full-time personnel unless money for this purpose comes from the government.

The recent support the western provinces have given for the National Coaching and Officiating Certification Programs has done much to reassert government concern for leadership. In addition, their ongoing assistance to sport associations for leadership courses and clinics emphasizes that this objective continues to be a major part of the government rationale for involvement in sport. Considering this and the long tradition of assistance to leadership programs, it is in some ways difficult to comprehend the public sector's reluctance in some of the provinces to expand services to include more extensive full-time administrative hiring grants for sport associations, especially when the service is deemed extremely worthwhile by the clientele it is intended to serve and even by the majority of civil servant sports administrators.

Sport Organizations

Provincial government financial aid to sport organizations grew tremendously over a thirty-year period. During the early years, provincial government agencies responsible for sport gave limited grants to sport groups and these were usually made on an irregular, sporadic basis and often were tied in with leadership-oriented courses. Occasionally, grants were based on the recommendations of provincial advisory councils which used some terms of reference to dole out very limited funds. At other times provincial grants were handled outside the realm of the sport agency's budget and instead were taken directly out of the provincial treasury according to Cabinet or Executive Council approval. This particular type of funding changed in the early 1960's at a time when the federal government's Fitness and Amateur Sport Program with its cost-sharing program brought some uniformity to financial assistance given to provincial sport associations. Since federal money was available to be channelled into provincial sport bodies on a 60-40 (federal-provincial) basis, provincial governments were influenced to consolidate and alter their existing grant schemes. Alberta was a notable exception in that it used the cost-sharing program to supplement an already well-established grant program for sport organizations.

Starting in the late 1960's and carrying on past the 1971 termination date of the federal-provincial cost-sharing agreements, provincial governments in Western Canada began to expand their financial assistance programs to sport bodies. Later in the 1970's this aid was augmented further, supplemented by large lottery profits. By 1977, all four western provinces had developed substantial grant programs, although each handled it in a different manner. B.C. made use of a Physical Fitness and Amateur Sports Fund in which the fund's interest plus lottery profits were used in the distribution of grants to sports organizations. Alberta employed a series of direct grants (i.e. administration, travel, hosting, etc.) outlined in legislative regulations. The Saskatchewan Government had its own form of direct grants (i.e. hosting, special projects, provincial support and special training) with additional grants allocated to provincial sport bodies from the Sask Sport Trust which had its funding base from lottery profits. Finally, Manitoba provided direct grants to sport organizations with the Manitoba Advisory Council on Fitness and Amateur Sport determining the allocation of additional lottery profits designated for sports purposes.

The expanded grant programs to sport organizations were not altogether welcomed by many associations for various reasons. Some felt that there were too many restrictions with each grant program and that "block" administrative grants might better accomplish the goals of assisting sport governing bodies who might then determine their own individual spending priorities. The fact that each of the provinces had a variety of grant programs for which sport associations could qualify tended to confuse the administrative process for organizations seeking financial assistance. Another "sore" point among several groups was that government grant programs did not always distinguish between individual associations. For example, better organized groups serving a large clientele often received the same amount of funding as smaller associations.

In the case of Alberta, Greaves (1976) felt that the grant program ". . . kept getting more piecemeal and it will probably continue because there isn't enough money." In her former capacity as a sports consultant, Greaves (1976) and her immediate supervisor, Marlene Kurt (1976) both mentioned that to help the associations as much as possible they attempted to "bleed the regulations" in order to maximize assistance to these bodies. Kurt (1976) went on to point out that Alberta's grant schemes were meagre and that ". . . somewhere along the way, be it the politicians or in the hierarchy, somewhere in our Department they don't have a priority in the sport development area." One positive feature of the Alberta scene was its legislative regulations (i.e. Alberta Regulation 133/74) which guaranteed associations annual sums of money. None of the other three western provinces had their grant programs outlined in such legal, definitive terms.

In B.C. there were also some concerns expressed about government funding policies as carried out through the B.C. Physical Fitness and Amateur Sports Fund. In some respects, a fund-type arrangement was a wise approach because it was outside of annual departmental budgets, a set amount of money was available each year, and therefore the fund provided a flexible arrangement in which grants were accessible without dealing with the government bureaucracy as such (Pynn, 1977). On the other hand, there were some feelings expressed that it was an outmoded fashion of financing sport illustrating the lack of commitment by the government which did not consider this field important enough to include in actual government appropriations. Certain policies associated with the fund were criticized on various grounds. For example, why did only a few select sports qualify for program development coordinators? In addition, there was a failure each year to allocate all of the available monies to sport and by March 31, 1977, a $2,064,288 surplus existed. The large surplus was somewhat difficult to comprehend in light of regular demands for more assistance by provincial sport associations. A Sport B.C. sponsored study entitled Results of the Provision for Sport in B.C. Survey (1977:15) reported that a mere two percent of the responding sports felt that the combination of the P. F. and A.S. Fund, other finances and self-help projects met their needs very well; thirty-two percent felt that the combination was adequate; and sixty-six percent felt that the combination met their needs poorly. A concern voiced about the Fund's Grants Advisory Committee was that several of its members were "out of touch" with the provincial sport scene and as a result were not qualified to make important grant decisions. Jim Kearney, a Vancouver Sun columnist, had the following comments:

> Provincial funding of amateur sport could be done much more efficiently through an outfit like the B.C. Fed [Sport B.C.], which is in constant touch. A committee of say 10 or 12 provincial sports associations presidents would be better equipped to decide who should get the money and how much (February 13, 1976).

Although fairly substantial financial assistance was accorded to sport via the fund, this method was not universally supported.

Manitoba's grant programs were a mixture of direct grants plus additional assistance from lottery profits. Such a situation could be questioned from the standpoint of placing government funding programs on a shaky foundation by being reliant upon tenuous lottery monies which might be withdrawn at any time. A positive step taken in Manitoba was a transition during the 1977-78 fiscal year to "block" administrative grants to associations, in an attempt to consolidate grant programs and provide sport bodies with some autonomy in determining spending priorities.

Saskatchewan established its own distinctive grant procedures whereby it funded a few select areas (e.g. training camps, provincial coaches) and gave Sask Sport the responsibility for lotteries with a healthy proportion (50%) of accrued profits directed to the sport area. The Saskatchewan scheme has proven to be quite effective, leading a former member of Sask Sport's Board of Management, Ernie Nicholls (1976), to use such complimentary terminology as ". . . the tremendous harmony there is in Saskatchewan between the provincial government and Sask Sport." The fact that the Saskatchewan Government maintains ultimate control over the lottery license held by Sask Sport would not appear to be a problem in light of the past instances of large-scale cooperation in the sport field. However, under a different political situation (i.e. a new government) or changed economic factors (i.e. a depression era), the lottery revenues could be readily directed away from sport by the provincial government or be terminated altogther.

Games

From a funding perspective, provincial government assistance to games assumed a top priority among all western provincial government sports programs during the 1970's. By 1977 each of the western provinces had a provincial games program in operation which took up a large percentage of the sport agencies' annual budgets. The Saskatchewan Government introduced the first provincial games in Western Canada in 1968 although they did not become a regular feature until 1972. B.C. instituted its B.C. Festival of Sports in 1970 but this controversial sports festival was discontined in 1975 and replaced in 1977 by the customary type of provincial games. Alberta's efforts in the games area began in 1970 with the regional Southern Alberta Games and by 1974 the first provincial games were held. Manitoba commenced its games program in 1974 with the Manitoba Northern Games held that year followed two years later by the first provincial games. The organization of provincial games and provincial government involvement in these major sports competitions varied between the four provinces although a common feature was large financial subsidization of their respective provincial games. Each of the western provincial governments also assisted regional games within their boundaries. In addition, the provincial sport agencies became involved to an extent in the Canada Games, the Commonwealth Games, the Pan-American Games, the Olympic Games, the Western Canada Games and special competitions such as the Junior Olympics, and Games for the Disabled. It became evident from the large capital outlay and administrative assistance accorded to games by the provincial governments in Western Canada, that they were extremely supportive of this aspect of their sport programming.

Reactions on many fronts favoured provincial government involvement in games and the consensus was that these festivals were very important in the promotion of sport in general. It was also felt that the provincial games did much to assist sport development in a province; as Bob Antymniuk (1976), the

Games Consultant in Manitoba predicted: "The Manitoba Games . . . could be the greatest single thing for sport development in this province." Other individuals expressed certain reservations, about provincial games in particular. There were concerns that games altered the priorities of both provincial sport governing bodies and the sport agencies and inflicted extra administrative burdens on volunteer sports administrators as well as civil servant administrators, especially regional consultants. Also, there did not appear to be a logical sequence to regional games, the main provincial games and other competitions such as provincial and national championships and the Canada Games. One individual, George Nick (1976), expressed an opinion held by several individuals stating that perhaps we were being "gamed to death". In addition, provincial games' dual objectives of mass participation and elite athlete identification and development have caused some confusion as to what type of athletes should participate. It might also be argued that governments' sports priorities have become confused and that while there are abundant funds for highly visible games, other worthy sports programs lack necessary financial assistance. For example, Jack Harper (1976), of Manitoba voiced the opinion that "If we had $500,000 to spend on leadership it might have a greater effect than the games." It will require further exhaustive research and evaluation than has been completed to date to determine the effectiveness of provincial games, what structural form they should ultimately take and how they should relate to other games programs.

The provincial governments in Western Canada have been equally supportive of the biennial Canada Games which by 1979 will have been hosted in each of the four provinces in the west. What originally began as friendly competitions between provinces in 1967 changed in a short time to events in which provincial identity could be expressed through sport. McFarland (1977) indicated that:

> Our initial desire was to spend the money available on preparing athletes with as little flag-waving as possible--but that soon changed and provincial uniforms became of prime importance.

The western provinces, as did the others, went to great lengths including heavy financial sponsorship of provincial teams in order to ensure that competitive and appropriately-dressed athletes represented their provinces. Despite some minor difficulties over the years, the Canada Games were almost unanimously supported by numerous individuals in Western Canada who felt that they were one of the most significant and successful sports programs in the country within the last ten years.

Provincial government involvement in and support of games has been extensive especially in the last decade. The motives for public sector involvement in the realm of games are readily apparent for it is these major sports competitions which accord a large degree of public exposure for politicians and the party in power. As a result, the politicians who control the purse-strings have not been hesitant to pump a great deal of money into these types of visible activities.

Facilities

An area which received greater amounts of provincial government funding over the past two decades was that of sports/recreation facilities. In all four western provinces, special sport/recreation facility grants were provided as part of the 1967 Canadian Centennial celebrations and, in several instances, during provincial celebrations (i.e. provincial centennials, golden jubilees and silver jubilees). In fact, the 1967 Centennial was a major stimulus influencing the western provinces to institute new or to expand existing facility grant programs.

Alberta was a leader in this program area, introducing a recreation facilities program as early as 1958 and some years later in 1968 it established a new scheme which was supplemented in 1973 by the Project Cooperation facility program; then in 1975, it instituted the most liberally funded facility grant program in Western Canada--a ten-year $200,000,000 Major Cultural/Recreation Facility Development Program. B.C. passed its Public Recreation Facilities Act in 1972, superseded by the Community Recreation Facilities Fund Act in 1973 which, from its inception until the end of 1975, allocated some $40.5 million, eventually being replaced in 1977 by a revised

Public Recreation Facilities Act. In Saskatchewan a series of small, scattered assistance schemes were consolidated in 1976 into a new $26 million assistance program to municipalities for the development of recreation and cultural facilities. Manitoba, meanwhile, had its facilities grants program consolidated during the 1974-75 fiscal year with the money for the Capital Grants for Recreation Facilities Program emanating from the Lottery Trust Fund.

These major facilities grant programs in all four western provinces were administered outside the bounds of the provincial government sport agency but with the exception of Manitoba and B.C., within the jurisdiction of the department housing the sport agency where facility planners, regional consultants and other staff had input in these programs. In another facilities area, provincial government grants to major sports festivals (i.e. Pan-American, Commonwealth Games) included some of the costs for capital expenditure. It was interesting that such provincial sponsorship was part of tripartite agreements involving the federal government and the host municipality. There was also provincial government facility assistance to cities hosting the Canada Games, cities hosting provincial games and such a venture as the First Western Canada Games where Regina benefited from provincial government funds for facilities. 5

Since these extensive funds were made available, numerous sports facilities were constructed, eliminating some of the traditional problems concerning lack of adequate venues for sports participants. Certain problems have arisen for communities attempting to administer this vast network of facilities; that is, although facility construction costs were heavily subsidized by provincial governments, many municipalities were left with the large burden of operating expenses. Not wishing to raise user-costs too greatly or close facilities, some municipalities have had to make cutbacks by reducing hours of operation and numbers of programs. To help alleviate this problem, the Saskatchewan Government introduced an innovative Energy Assistance Program for Ice Rinks in 1974. A solution which most of the western provinces are working on is the allocation of a portion of their facility grant programs for the purpose of partially subsidizing facility operating costs.

An area of specific facility aid concerned provincial government sponsorship of sport administrative centres. All of the western provinces have direct provincial government subsidization for the costs associated with these centres and in Alberta, B.C. and within the next year in Saskatchewan, the governments even own the building in which their centres operate. B.C.'s situation is unique since Sport B.C. directly administers the centre, although large provincial government grants, in excess of $100,000 per year from 1970 on, were partially directed into the federation's administrative centre costs. Then in 1977 a new government-owned building became the home of the B.C. Administrative Centre for Sport, Recreation and Fitness.

While the development of these centres did much to facilitate sports administration in each of the western provinces, some difficulties and controversies emerged. Manitoba had an interesting situation in that there was some overlap because the Manitoba Sports Federation offices accorded similar services (i.e. printing, duplicating, etc.) as were available at the government-run Sports Administrative Centre. George Fraser (1976), Executive Secretary of the M.S.F. admitted that the separation of M.S.F. offices from the provincial centre tended to confuse and frustrate the public who often did not know who to deal with on sports matters. In 1977, developments in Manitoba saw the M.S.F. significantly reduce its services to associations due to financial problems, while at the same time, the government Sports Administrative Centre completed a move to a larger facility where it could better administer its services.

In Alberta, the Percy Page Centre literally experienced a non-growth syndrome from its opening in 1974. Although Dennis O'Donnell was hired as an Executive Director to run the facility in 1975, the lack of any further growth was largely attributable to an unwillingness by the government to increase its administrative centre expenditure, especially to include some type of full-time sports administrative hiring grants for associations. As a result, the Percy Page Centre for

Provincial Recreation Associations was not used as extensively as its other western counterparts.

The Sport B.C. Administrative Centre, on the other hand, became widely used and outgrew its original home which necessitated a move to a larger centre in 1977. Similarly, Saskatchewan's Sport and Recreation Centre Unlimited expanded to the point of full capacity and so a newly-renovated, government-owned building supplemented by financial aid (i.e. $300,000) from Sask Sport, was scheduled to house the centre sometime in 1978.

Through these various types of assistance to sports facilities, provincial governments in Western Canada have exhibited a strong interest and willingness to support this area. Once again, the political element has been supportive of a program which is concrete and politically expedient. However, an argument might be presented that the provinces have actually supported facilities at the expense of other worthy areas (e.g. leadership development, grants to associations, etc.). McFarland (1978) in discussing Alberta Government services to the total recreation field stressed that the:

> Early emphasis was almost entirely on leadership with little support for facilities (other than special programs such as centennials) until 1968. With the 1968 facility assistance program supplemented by Project Cooperation in 1973, the balance swung toward facilities and is now considerably overbalanced in favour of facility development with not nearly enough emphasis on leader development and operating support for communities.

Special Programs

In Western Canada the provincial governments offered special programs, some of which were not a common feature in all four regions. One example was athlete assistance schemes which operated in three of the western provinces. Alberta had its Olympic and Commonwealth Development Plan, with a $250,000 price tag. Saskatchewan had a much less formal and extensive program which saw funds allocated on a special request basis from a fifty-fifty Government/Sask Sport Trust sharing program. In Manitoba, Man Plan was likewise jointly supported by the sports federation and the government. Except for B.C., which did not have a similar service, each of the provinces sought to handle this program in a different manner. A major problem with these programs was their interlinkage with the national Game Plan athlete assistance program as the issue became one of what level athletes the provinces ought to fund. Should provinces only concentrate on Tier II athletes, allowing Game Plan to look after Tier I, international class athletes? The matter became complicated when many of the provinces began to fund both tiers of athletes, thus introducing some overlapping of functions and duplication difficulties. Most of the problems associated with these athlete assistance schemes occurred because of the provincial withdrawal from the national Game Plan program in 1976. Bill Clarke (1976) revealed that this pull-out took place because:

> The provinces really had no say in the administration of Game Plan. In effect then, we were being asked to contribute and provide a blank cheque to a program in which we had no say. Politically you can't justify it.

There is an obvious need for a more coordinated approach by the two levels of government in this joint area of involvement.

The fitness area is a second example of a special program category in which the western provinces have shown an interest. Alberta has been the leader in this field evident by its hiring of a fitness consultant, Dr. H. Dhanaraj, in 1973 and annual increases in fitness services. Manitoba made some concrete advances in the fitness field substantially increasing its expenditure on fitness over the last two years and hiring a full-time fitness consultant in 1977. British Columbia in its recent restructuring had its Sports and Fitness Division located within a larger Fitness and Recreation Branch, indicating the government's intention to support fitness programs; then in 1978 a special fitness consultant, reporting directly to the top echelons (i.e. Minister, Deputy Minister, Assistant Deputy Minister) of the Recreation and Conservation Ministry, was appointed. Saskatchewan currently has plans to expand the services of the Sports and Recreation Branch to include fitness services. One shortcoming of this public sector involvement in fitness was the slow action taken by governments in developing fitness services. In times of government-claimed fiscal restraint there has been hesitation on the part of certain provincial governments to expand their involvement in fitness. Dwight Ganske (1977b) of Alberta mentioned that a proposed million dollar fitness program outlined in a Sport and Fitness Section policy paper, A Plan for the Future, will probably not be approved in the 1978-79 budget. Bill Clarke (1977) of Saskatchewan similarly indicated that the Sport and Recreation Branch's latest proposal for instituting fitness services are unlikely to receive government appropriation in the 1978-79 budget due to the government's fiscal restraint policies. Despite the "gloomy" economic forecasts, it is hoped that an area identified for a number of years as worthy of government input and financial assistance can be supported to the extent recommended by many government authorities and non-civil servants.

Disabled sport was another special area in which all four provincial governments became more actively involved during the present decade. Once again, Alberta proved to be a leader in this field, hiring a special services supervisor as early as 1969 with later expansion resulting in a Recreation for Special Groups Section and a five-person professional staff. The other three provinces have shown some interest in this field, although not to the same extent as Alberta. Saskatchewan hired a professional staff member for this field in 1976 and since that time plans have been made to increase disabled services (along with fitness) as soon as the political level of government releases funds for this purpose. With the exception of Alberta, an area that requires greater financial assistance has been placed in abeyance due to the tight economic policies of provincial governments.

A further problem of government sport programs for the disabled is the issue of "separateness" or "integration". In Alberta, grants to disabled sport associations and the sponsorship of the Alberta Special Games were attempts to develop disabled services by promoting a sense of "separateness". But Val Blakely (1977), Section Head of the Alberta Recreation for Special Groups Section, emphasized that at some point in time an integration of disabled sport within normal sports programs is a sought-after goal. The area therefore, is one that is somewhat difficult to administer. It is also possible that some of the provincial governments may be reluctant to provide extensive funds to disabled sport at a time when financial resources to sport are already scarce and by doing so they would be making their assistance programs to sport more piecemeal.

Community Sport/Recreation Programs

Historically, a very substantial amount of provincial government assistance was directed towards community sport through municipal recreation structures and boards. Earlier sections on leadership and facilities programs made mention of the widespread government assistance to these programs, which in effect were primarily community-based. While government assistance to communities initially took the form of program consulting and leadership assistance, in later years it expanded in all of the western provinces to include funds for program support as well as sport/ recreation facility construction. The constant communication with municipal boards or their equivalent, via the network of provincial regional consultants, provided valuable feed-back which resulted in regular modification to provincial government support programs to communities. Provincial governments in Western Canada, therefore, were responsible for nurturing the development of municipal recreation, and then adapting their services over time to meet the needs of communities which gradually became more effective and adept at administering their own programs.

The assistance which provincial governments accorded to communities did not occur without some controversy and problem areas. For example, the very different needs between major cities and smaller communities or regions was an issue which the public sector did not always address itself to in a manner satisfactory to all municipalities. Larger municipalities, for instance, began to seek greater self-autonomy in determining spending priorities instead of adhering to rigid restrictions as to how exactly provincial government funds could be spent. In B.C., a 1976 investigation entitled, A Study on Municipal and Regional Leisure Delivery Systems in British Columbia was commissioned by the provincial government.

Community recreation leaders who conducted the study recommended reforms in provincial government municipal support services. Another issue was that as the federal government entered the field, there were many difficulties in coordinating this tripartate attempt at delivering sports and recreation services. McFarland (1969:165-169) outlined the overall impact of the sponsorship given to municipalities by the senior governments:

> . . . while federal and provincial government services have augmented municipal recreation services, the fragmentation of their efforts under such banners as youth and fitness is a potential threat to a comprehensive recreation system because of the implication that senior governments view one activity or one age group as more important than any other . . . Provincial or federal emphasis on a particular aspect of programs such as sports, or a particular segment of the community such as youth, has a tendency to encourage municipalities to adopt a similar emphasis.

Generally speaking, Western Canadian provincial governments did a commendable job in assisting the development of municipal recreation. And because community recreation contained such a large physical activity component, sport development in the western provinces was in most circumstances, positively enhanced by the public sector's support of the "grass roots" municipal level. Although each of the provinces in Western Canada had unique features and certain problem areas with respect to the development of municipal recreation, the common element among all of them was a growth of community services and programs in the sport field. As a result, the respective sport delivery systems in each of the provinces gradually began to change, affected by the more prominent role assumed by municipal governments in the provision of sports services.[5]

The Impact of Lottery Revenues on Sport

A phenomenon of the 1970's was the addition of large lottery revenues to government sports programs. This extra funding added a new dimension to public sector involvement in sport at the provincial level to the extent that it occurred at a time when provincial governments were practising financial restraint. Lottery revenues were timely in that in many cases they permitted an expansion of sports services without overly taxing the provincial treasuries.

Prior to 1969, lotteries were not permitted in Canada, although in 1968 Montreal Mayor, Jean Drapeau, started a $2.00 lottery camouflaged as a voluntary tax scheme (Taxe Voluntaire), the proceeds of which went to the city treasury; but it was subsequently proclaimed illegal, based on the existing Criminal Code. When the federal government amended the Criminal Code in 1969 to legalize provincial lotteries, it opened the door for the establishement of various lottery schemes, the first one being Loto Quebec which began in January, 1970. The first provincial lottery in Western Canada was the 1970 Manitoba Centennial Sweepstakes, operating after Centennial year as the Golden Sweepstakes; profits from both of these lotteries were directed into a number of government sports and recreation programs. A few lottery programs (e.g. Saskatchewan Sweepstakes) began to emerge in the other provinces but in 1974 the four western provinces combined their efforts by forming the Western Canada Lottery Foundation. Provincial lottery organizations were assigned in each province to manage this new interprovincial scheme:[6] the Manitoba Lotteries Commission (marketing body) and the Western Lottery - Manitoba Distribution Inc. (distribution body); the Sask Sport Lottery Authority (policy) and the Sask Sport Trust (grant allocations); the B.C. Lotteries Branch; and the Western Canada Lottery--Alberta Division. Western Canadian provincial governments then allocated a substantial percentage of lottery profits to sport in a variety of ways (see Tables 59 and 60) (Manitoba Hansard, March 19, 1976:1321; Loto Canada Media Kit, 1977).

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[5] It is beyond the scope of this study to go into a detailed analysis of the topic of provincial government assistance to municipal recreation. This is a topic which should be dealt

In addition to this assistance to sport, the Western Ministers responsible for their respective lottery programs

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with in specifically focused investigations on the development of municipal recreation (e.g. E.M. McFarland, "A Historical Analysis of the Development of Public Recreation in Canadian Communities", Unpublished doctoral dissertation, University of Illinois, 1969). Suffice it to say, this must be considered a major aspect of provincial government involvement in sport.

[6] The Yukon and Northwest Territories also were tied into the Western Canada Lottery.

TABLE 59

CHRONOLOGY OF MAJOR CANADIAN TICKET LOTTERIES

Year	Lottery	Lottery Facts
1968	TAXE VOLONTAIRE	Montreal based lottery; proceeds went to city treasury; proclaimed illegal based on then existent Criminal Code.
1970	LOTO QUEBEC	First provincial lottery; Loto Quebec now offers 3 ticket lotteries; proceeds go to provincial treasury.
1971-1974	MANITOBA LOTTERY	First of western provincial lotteries; established format for WESTERN LOTTERY.
1974-76	OLYMPIC LOTTERY	First national lottery; proceeds went to funding of 1976 Montreal Olympic Games and to provincial treasuries.
1974-1976	WESTERN LOTTERY	First lottery under the aegis of the Western Lottery Canada Foundation; 1974-75 format based on Manitoba Lottery; 1975-76 format change; proceeds to provinces for support of sport and recreation.
1975 -	WINTARIO	Ontario provincial lottery; proceeds go to cultural and recreational support.
1976 -	LOTO CANADA	Second national lottery; proceeds go to some of the cost of the 1976 Olympic and 1978 Commonwealth Games, provincial treasuries, Fitness and Amateur Sport Branch.
1976 -	WESTERN EXPRESS	First introduced in Manitoba; now under aegis of Western Canada Lottery Foundation; proceeds go to sport and recreation.
1976 -	PROVINCIAL	First introduced by Ontario, currently a joint concern of Ontario and Western provinces (under aegis of Western Canada Lottery Foundation); proceeds go to health projects in Ontario, mainly sport and recreation programs in western provinces.
1976 -	ATLANTIC LOTO	First lottery based in four Atlantic provinces, proceeds go to provincial treasuries.

Source: Loto Canada Media Kit, 1977.

TABLE 60

PROVINCIAL LOTTERY REVENUES TO SPORT IN WESTERN CANADA*

Provincial Lottery Organization	Terms of Lottery Revenues to Sport
1. British Columbia Lottery Branch	Profits transferred from the Lottery Branch to a Lottery Account in the Provincial Treasury; funds then allocated to various areas including large grants to the B.C. Physical Fitness and Amateur Sport Fund; also, provincial proceeds from the Olympic Lottery and Loto Canada were used for sports projects.
2. Western Canada Lottery-Alberta Division	Lottery profits until post-1978 were designated as 50% to the Commonwealth Games Foundation (guaranteed $2 million total) and 25% each to the Edmonton Exhibition Association Ltd. and the Calgary Exhibition and Stampede Ltd.; also provincial proceeds from the Olympic Lottery and Loto Canada were placed in an Olympic Lottery Fund controlled by the Minister responsible for sport to use as grants for sports projects; in 1976 this latter fund came under the control of the Budget Bureau of Cabinet who then approved Ministerial requests for sport project grants.
3. Sask Sport Lottery Authority and Sask Sport Trust	Lottery policy by Sask Sport Lottery Authority while Sask Sport Trust allocated profits to the proportion of 50% to sport, 40% to culture and 10% to recreation; provincial proceeds from Olympic Lottery and Loto Canada went directly into the Provincial Treasury and were not specifically redirected into sport.
4. Manitoba Lotteries Commission and Western Lottery-Manitoba Distributor Inc.	After 1976 the Manitoba Advisory Council of Fitness and Amateur Sport was a one third partner in Corporation A of the Western Lottery-Manitoba Distributor Inc.; the Council recommended its portion of Lottery profits to sports programs; additional lottery profits plus proceeds from the Olympic Lottery and Loto Canada were used on various sports projects including an extensive grants program for the construction of sports and recreation facilities, a proposed Rec-Fit Medical Fitness Centre and the 1979 Canada Winter Games in Brandon, the B.C. and Alberta Governments and Sask Sport were full shareholders in this corporate structure.
5. Western Canada Lottery Foundation	A special Ministerial fund was controlled by the four Western Canadian sports Ministers for use on sports projects (e.g. $75,000 to the 1975 Canada Games in Lethbridge, $150,000 to the Western Canada Games in Regina $400,000 to the western provinces for selection and training of athletes for the 1975 Western Canada Games, $85,000 to the four provinces for cultural participation in the 1976 Montreal Olympics); in 1976 this fund was disbanded and the approximately $1.2 million in residual funds were equally distributed among the four provinces for use on activities including sport.

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*This table is not an all-inclusive accumulation of provincial lottery profits used for sport. The complexity of these schemes and the lack of publicly-available sources prevented a more detailed presentation. In addition, it should be noted that community groups including sports clubs and teams also benefited from lotteries through revenues earned from commissions on lottery ticket sales.

established a special Minister's Fund as part of the Western Canada Lottery Foundation and this fund was used to subsidize certain sports projects (e.g. 1975 First Western Canada Games). The fund was subsequently disbanded in 1976 and approximately $400,000 was turned over to each province to use primarily on sports programs.

Further complicating the lottery scene were profits from Loto Canada (formerly the Olympic Lottery) (See Table 61). The provincial ministers responsible for sport, recreation and fitness were recipients of the provincial government's share of the national lottery revenues. For the Olympic Lottery, this amounted to five percent of the gross proceeds of tickets sold in a particular province while Loto Canada allocated twelve and one-half percent revenues to the provinces on the basis of tickets sold in their respective jurisdictions.[7] The federal government suggested but did not compel the provinces to use their funds to support amateur sport, although in Western Canada the funds were mainly used for this purpose; usually this was done at the discretion of the minister-in-charge of sport and as Van Dusen (1976) commented ". . . the funding ground rules vary widely from province to province."

The lottery issue became very controversial and filled with hard feelings when the federal government instituted Loto Canada with its high percentage of profits going to

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[7] With respect to Loto Canada, the remaining net revenues were divided up with 82.5% to Quebec to help retire the Olympic deficit and 5% to Sport Canada for national physical fitness, amateur sport and recreation programs.

TABLE 61

ALLOCATION OF OLYMPIC LOTTERY AND LOTO CANADA PROFITS

	OLYMPIC LOTTERY		LOTO CANADA
	April 15, 1974 to August 29, 1976		June 7, 1976 to October 1977
Prize Money	$189,588,800		$108,900,000
National/ Provincial Programs	1. The 1976 Olympic Games $230,000,000		1. Reduction of some of the cost of the 1976 Olympic Games $ 43,100,000 2. 1978 Commonwealth Games in Edmonton $500,000 3. Sport Canada @ 2,600,000
To Provincial Treasuries - based on number of tickets sold			
British Columbia	$	800,129	439,000
Alberta		1,103,132	275,000
Saskatchewan		1,168,478	82,000
Manitoba		229,136	93,000
North West Territories/ Yukon		22,579	3,500
Ontario		10,701,579	1,956,000
Quebec		10,547,751	3,225,000
New Brunswick		614,509	167,000
Nova Scotia		770,252	267,000
Prince Edward Island		100,468	28,000
Newfoundland/Labrador		258,191	81,000

Source: Loto Canada Media Kit, 1977.

cover the Olympic deficit. The other provinces, with the exception of Quebec, were extremely negative to Loto Canada as they felt that the federal government reneged on an unwritten promise to turn larger percentages of the national lottery over to the provinces--more than a mere twelve and one-half percent. The reaction of the provincial public sector was the establishment of competitive lottery schemes. The western provinces joined with Ontario in the Provincial Lottery and they also revamped the previous Western Lottery to incorporate the biweekly Western Express.[8] Although a great bulk of the profits accruing from lotteries went to sport, by 1977 a proliferation of lotteries became evident and the result was that some of the schemes, particulary Loto Canada, were not raising the originally predicted revenues.

One point of contention to be considered is that of the precarious position which sport is placed in by being so dependent on lottery funds for program development. This occurs because it is a relatively unstable means of funding, with governments, through their control of lottery licenses, liable to quickly change priorities in order to fund more pressing social and economic programs. Without established funding policies for sport, explicitly outlined in provincial legislation and regulations, sports programs remain on shaky ground and subject to political maneuvering. Lotteries are a prime target for "political poker" with sport the potential loser. If sport is worthy of provincial government support, it can be argued that it is worthy of direct subsidization outlined in specific legislative regulations. An alternate solution may be for the provincial and federal governments to completely abdicate their lottery involvement and turn the responsibility over to outside organizations. The Saskatchewan system of having Sask Sport administer the program appears to be working very well and achieving its purpose of placing sport in that province on a sound financial base. Back in August of 1976 Van Dusen expressed some reservations about lotteries, commenting in the Financial Post (August 21, 1976) that "With the end of the Olympic lottery and the coming competition between Loto Canada and various provincial lotteries, the future of funding appears murky, despite lofty assurances." He went on to suggest that these conflicting lottery schemes served to fragment sport funding in Canada and that "Clearly, consistency is a requirement of any coherent sports program."

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[8] The Alberta Government was placed in an uncomfortable position concerning the Provincial Lottery. At first it

A conclusion surrounding this lottery subject is that major lottery schemes and sport have assumed a close affiliation during the last few years. Through political maneuvering, sport in all of the western provinces managed to receive a great deal of financial benefit from lottery proceeds.

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refused to participate in the program because of a desire not to compete with Loto Canada; the reasoning was that millions of dollars ($11.6 million in direct grants) were being given to Alberta for the Commonwealth Games and as a result it did not wish to jeopardize its relationship with the federal government through involvement in a competing lottery; later they relented and joined in selling Provincial lottery tickets.

Lotteries nevertheless developed into a controversial and problem-filled venture for the federal and provincial governments alike.[9] The subject definitely merits more research, especially the ramifications of lottery revenues on sport, than the limited analysis devoted to this subject on the foregoing pages.

SUMMARY AND CONCLUSIONS

Provincial government structures responsible for sports programs underwent a series of evolutionary changes over the course of four decades. What began as small, relatively obscure agencies with broad mandates for sport, recreation and cultural services eventually expanded to include specific sports units. That these provincial government sports agencies and their predecessors gradually gained status within their departmental hierarchies and government bureaucracies is evident by larger budgets and greater numbers of administrative personnel. Their development, however, was plagued by frequent structural changes and departmental shuffling.

The role of staff employed in sports agencies was altered over the years to a point in the Seventies when these personnel had more specific sports functions to perform than in previous years. These individuals also tended to obtain additional educational training to help handle the requirements of their employment. In all of the western provinces, the head civil servants in charge of sports services often had long tenures in the public sector during which time they provided direction to their overall program--their philosophies usually taking the form of a total recreation orientation. As well, the politicians' involvement in sport increased as this field assumed an escalating importance in provincial government affairs. While greater ministerial concern in some cases brought about positive benefits to sport (e.g. more finances, new programs, etc.), occasionally controversial decisions were made by politicians and often these policies were criticized by government sports administration personnel and private sector representatives as being based on purely political motives rather than for the betterment of sport.

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[9] Besides the previously-cited controversies created by lotteries, the issue of mismanagement of funds and political appointments in lottery administrative bodies is another problem which recently surfaced. Developments in Manitoba have indicated a possible full-scale lottery investigation, which, if it occurs, could ultimately lead to changes in the government's

Over time, sport policy planning became handled in an increasingly sophisticated manner, through the input of civil servant sports administrators, lobbying by private sector groups, special government studies and in other ways. In all of the western provinces, there were no instances of an all-encompassing sport policy being drafted and then implemented by a provincial government. Instead the rationale guiding public sector involvement in sport in each of the provinces

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lottery system and therefore affect the funding of sports programs (Grant, V., 1977; Kiel, 1978; Fraser, 1978).

developed from the traditional concept of viewing sport as an integral component of a broader recreation concern.

Public sector funding priorities to sport changed considerably over a period of time. Originally finances for programs of the older agencies responsible for sport were directed almost exclusively to sports leadership services, and, to a limited extent, to sport organizations and special projects. As years went by, these priorities shifted so that by the 1970's games and sports facilities dominated provincial government expenditures in the sport field, although sport organization grants and community sport/recreation assistance grew in scope.

An important factor contributing to larger provincial government expenditures on sport was the emergence of lottery schemes. While additional lottery revenues permitted an expansion of sports programming, at the same time it introduced various problems. Manitoba, more than any of the other western provinces, experienced a number of difficulties which stemmed from conflict between the government and the Manitoba Sports Federation, both of whom developed interests in this money-making field. From a financial standpoint, it can be be stated that in the near future decisions must be forthcoming on how sport programs should be funded: through direct grants; via lottery revenues administered by an outside organization; a combination of direct grants and lottery profits; or one of a number of other alternatives.

CHAPTER VIII

MISCELLANEOUS SELECTED ISSUES

The ensuing chapter is concerned with a number of key selected issues with regards to provincial government involvement in sport in Western Canada. Three topics were delineated for special attention. The first was federal-provincial relations in sport, a controversial area of the utmost importance in understanding provincial government roles in sport within our federal system. The second dealt with Western Canadian unity in sport--that is, to what extent provincial government involvement in sport contributed to western identity. Finally, space was devoted to public versus private sector control of sport or what degree of government input exists and the desirability of this involvement. The reason for examining these topics was to help promote an understanding of critical aspects of public sector involvement in sport at the provincial level.

FEDERAL-PROVINCIAL RELATIONS IN SPORT

The purpose of this section was to provide an historical overview of federal-provincial relations in sport, especially as they pertain to the provincial governments in Western Canada. The discussion centered around: funding arrangements (i.e. agreements, cost-sharing programs) between the two levels of government; formal cooperative mechanisms, (i.e. councils, committees, regional offices, conferences); joint programs (i.e., games, coaching certification); and criticial issues and problem areas. Information on this general topic area was organized into three time eras: 1939-1961, embracing the period of the N.P.F.A. (1943 to 1954); 1961 to 1971, the time of federal-provincial cost-sharing agreements under the F. and A.S. Act; and 1971 to the present, the period of contemporary federal-provincial relations.

The Early Years: 1939-1961

The first significant instance of federal-provincial contact occurring in a sporting sense was during the depression era's Youth Training Program.[1] Under this scheme some federal monies were made available to the provinces to undertake a variety of programs, including the provision of physical training courses. On this topic Sawula (1977:75) reported that:

> The Youth Training Act was monopolized by the Western provinces. Alberta and British Columbia had very heavy enrolments in physical recreation classes. Saskatchewan and Manitoba were also involved but to a lesser extent.

Federal-provincial contacts developed as a result of this program, paving the way for more active involvement via later pieces of legislation.

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[1] Actually one might go as far back as the 1909 Strathcona Trust, a federal-provincial type program which had a closer affiliation with physical education than sport and for that reason is not included in this analysis.

In 1942 the Vocational Training Coordination Act replaced the Youth Training Act and the new legislation similarly accorded federal funds to provincial programs on a cost-sharing basis. On March 31, 1943, the Vocational Training Coordination Act gave way to new legislation under the title of the National Physical Fitness Act (N.F.P.A.).[2] Immediately, a unique situation arose for some of the western provincial governments. Three provinces--British Columbia, Alberta and Saskatchewan--had made extensive use of federal funds through the Vocational Training Coordination Act and the financial arrangements under the N.F.P.A. actually provided them with less revenue.

The terms of the N.P.F.A. were such that:

> A fund of $225,000 was available for this purpose, to be distributed to the provinces through the means of federal-provincial agreements. Another $25,000 was available for administrative purposes. The amount available to each province was based on a formula of 50% of the costs, or on a per-captia basis, whichever figure was the lesser (West, 1973: Chapter 1, 11, 12).

All four western provinces made good use of the available funds with Saskatchewan even signing a ten-year agreement while its western counterparts each entered into a series of agreements of one to two years duration but covering the same basic time frame of 1944 to 1954.

The official mechanism for federal-provincial liaison was through the National Council of Physical Fitness--a body almost exclusively composed of provincial government representatives who were responsible for their respective fitness programs--which had formal contacts with the federal Division of Physical Fitness headed by the National Director who also doubled as Chairman of the Council. Essentially the Council served to bring all of the participating provincial governments together, and between 1944 and 1952 there were nineteen official meetings of this body. One of its accomplishments was that:

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[2] For the most detailed and exhaustive examination of the N.P.F.A., the reader is referred to L.W. Sawula, "The National Physical Fitness Act of Canada, 1943-54," Unpublished Ph.D. dissertation, University of Alberta, 1977.

> A closer national network or association of provinces having a common goal and area of interest was created by the operation of the N.P.F.A. . . . many of the members of the Council were the heads of their provincial programmes. . . Nearly all were provincial civil servants which in itself would also indicate that at least a communication network had evolved (Sawula, 1977:221).

The western provinces, individually and collectively, were probably the most active and vocal members on the Council, especially since Ontario was late to join (1949) and Quebec never did participate. Western input was particularly noticeable at the leadership level. Ian Eisenhardt, formerly head of B.C.'s Pro-Rec program, served as National Director/Council Chairman until 1946 and was eventually replaced in 1949 by Ernest Lee, another British Columbian who remained in this position only until 1950. Meanwhile, Joe Ross of Alberta served as Acting Chairman during all of this interim period from 1946 to 1949 and after 1950, which actually spanned over fifty percent of the Council's meetings (West, 1973: Chapter

1:17). Sawula (1977:223) went so far as to say that "Joe Ross was a unifying force during the existence of the Act. He was involved from the very beginning to the final end." Western influence on the Council was therefore very prominent.

There were many problems inherent in the N.P.F.A.. One of the most significant was the small allotment of funds which never surpassed $250,000 per year; and a second was the fact that a Council of provincial civil servants controlled a federal budget. These, combined with other difficulties associated with the Act, led to its repeal in 1954. As Orban summarized: "It was repealed simply because it was ineffective, which was the result of ill-conceived legislation, ill-defined objectives, and a lack of leadership and direction" (Van Vliet, 1965:239).

Bill 475, An Act to Repeal the National Physical Fitness Act effectively brought a major federal-provincial endeavour in the sporting domain to a halt. No widespread provincial lobby emerged to fight this repeal or seek an alternate solution. In fact, Saskatchewan was the only provincial government to officially complain about the repeal (Sawula, 1977:150). Manitoba voiced its disapproval by dropping its program completely, a move at the senior politicians' level to indicate provincial displeasure with what they considered to be another instance of unilateral withdrawal by the federal government in a joint program.

The N.P.F.A., despite its problems, had some positive results. Kirkpatrick (1954) pointed out that the federal government ". . . in providing financial support to approved provincial programs, a very considerable degree of freedom was accorded to each province so that it could plan a program suited to its own needs." The same author felt that with expanded provincial government services, the federal government's ". . . contribution was the stimulus that encouraged them to act." Nevertheless, the N.P.F.A. brought about increasingly strained relations between the two levels of government, and following its repeal in 1954, the most optimistic point associated with the Act was the anticipation of more effective legislation in this field at a later point in time.

Throughout the tenure of the N.P.F.A., a small Division of Physical Fitness operated out of the Department of National Health and Welfare. For many years the Division was headed by Dr. Doris Plewes who oversaw the distribution of a large amount of information and publications to the provincial programs. When the 1954 repeal came, a small skeleton staff remained and the Division's primary function continued to be maintaining a liaison with the provinces. The Division, for example, played a very important role through Doris Plewes' consultant advice in the preparation of Manitoba's 1958 study, Physical Education and Recreation in Manitoba, a document which later helped to reintroduce a sport/fitness/recreation program to a province which went without most services in these fields for a seven-year period. In a similar fashion, Dr. Plewes provided extensive consulting to B.C. during that province's transition from Pro-Rec to the Community Programmes Branch in 1953.

The Federal-Provincial Cost-Sharing Program: 1961-1971[3]

When the federal government re-entered the sport field in a major way via the 1961 Fitness and Amateur Sport (F. and A.S.) Act, it did so with a two-pronged attack:

> The first was made up of a network of grants to national agencies for such things as championships, leadership programs and graduate research. The second prong was encompassed by a series of federal-provincial agreements . . . (West, 1973: Chapter 4:1).

During the course of five separate agreements over a nine-year span (1962-1971), the funding arrangements varied. Although the Federal Cabinet allocated $5 million to the entire Fitness and Amateur Sport Program, with half for the provincial agreements, this total was planned to be reached over a period of years rather than being available immediately. In fact, cost-sharing spending only went over the $1 million mark once--during the 1968-69 fiscal year. Table 62 outlines the total funds allocated to the western provinces under this program and also describes the type of funding arrangement in effect for a particular agreement. An interesting fact concerns western provincial government use of the total spent

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[3] One of the most detailed accounts of federal-provincial relations in sport during this time period is contained in a chapter entitled, "The Federal-Provincial Agreements: Microcosms

TABLE 62

FEDERAL CONTRIBUTIONS TO THE WESTERN PROVINCES UNDER THE COST-SHARING PROGRAM: 1962-1971

Year	Funding Arrangment	British Columbia	Alberta	Saskatchewan	Manitoba	Western Total	Provincial Total
First Agreement 1962-63	$500,000 allocated: half to be used for administration especially provincial surveys; other half to initiate programs based on $15,000/ province plus a portion based on a per capita basis; no matching agreement in effect	$34,686	$34,612	$34,612	$36,947	$140,857 (39.6%)	$355,781
Second Agreement 1963-64	$1,000,000 allocated; $35,000/ province plus a per capita proportioning of the balance; 60% federal to 40% provincial matching provisions in effect on federally approved provincial projects**	16,166.71	43,817.53	28,740	64,203	152,927.24 (37.9%)	403,694.89
Third Agreement 1964-67	Same as the previous agreement with a 60-40 federal-provincial split	39,634 84,890 88,252	40,491 34,398 43,874	29,793 53,410 60,990	64,203 63,876 63,114	174,121 (38.7%) 236,574 (33.6%) 256,230 (38.3%)	450,037 703,059 669,289
Fourth Agreement 1967-70	Same as the previous agreement with a 60-40 federal-provincial split; some additional supplementary funds	86,216 87,596 90,512	89,683*[i] 109,480*[iii] 77,683	62,055 61,962 61,600	81,114*[ii] 62,205 62,033	319,068 (39.2%) 331,243 (30.3%) 291,828 (29.3%)	813,952 1,093,480 994,674
Fifth Agreement 1970-71	$500,000 allocated during this phase-out year	44,726	39,854	34,027	34,245	152,852 (30.6%)	500,000

[*] Supplementary grants of (i)$12,000, (ii)$18,000, and (iii)$42,000 are included in these years' totals

[**] Undergraduate scholarship and bursary programs were exempt from matching provisions and were totally federally funded

Source: Fitness and Amateur Sport Program Annual Reports, 1961-1971; West, 1973; Chapter 4.

on these agreements. From 1962 to 1968 the western governments' appropriations represented between thirty-three and thirty-nine percent and only after 1968 when Quebec finally took part in the cost-sharing program did the total financial allocations to Western Canada drop to around thirty percent. The figures also reveal that Manitoba made the most regular use of this conditional grants program while B.C. began to use its total allotment in 1965-66, Saskatchewan in 1966-67 and, finally, Alberta in 1967-68.

The funds provided to the provinces under the agreements were used for a variety of purposes including specific sport services with each province maintaining different priorities. West (1973: Chapter 4:7) noted that:

> Funds from these agreements went to recreation (33.5%) scholarships (29%) administration (19.8%) and sports (10.9%). Although these are based on 1966 figures an examination of the projects submitted in 1969-70 reveal similar areas of endeavour.

In Western Canada each of the provinces differed on the areas funded through the cost-sharing program. Manitoba spent a large percentage of its grants on maintaining a provincial office with its first priority going towards the establishment of local recreation boards. At first, Alberta only made regular use of the undergraduate scholarship and bursary funds but by 1967-68 utilized its full allotment for other projects as well. Saskatchewan initially accepted only the scholarship and bursary monies but by 1966-67 it too was making full use of

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of the Federal Question" written by Tom West and part of an unpublished study, Fitness, Sports and the Canadian Government, September, 1973.

its allotment. B.C. took until 1965-66 to participate fully in the cost-sharing scheme and then emphasized employing the funds for the administration of a provincial office and, at a project level, for leadership and athlete clinics held in conjunction with provincial sport governing bodies. The outcome of these federal funds was to generally permit the development of new provincial programs, although in many cases provincial priorities had to be adapted to federal policies of where the funds should be spent. For reasons associated with the very restrictive nature of the agreements, there was some hesitation by the western provinces, especially Alberta, to fully participate in the program (West, 1973: Chapter 4:7).

Formal mechanisms for federal-provincial contact were accomplished through a series of regular conferences and meetings between representatives of the two levels of government. To plan the federal-provincial program, the Minister of National Health and Welfare, Mr. Monteith, invited the designated Ministers from the provinces to attend a conference in Ottawa on February 19-20, 1962. The purpose of the conference was to establish a Federal-Provincial Committee at the Deputy Minister level to help administer the joint agreements. Such a committee was eventually formed and, with the assistance of the designated Provincial Directors, they drew up the terms of reference for the federal-provincial program (Wilkie, 1968: 67-68). The 1962-63 Annual Report of the Fitness and Amateur Sport Program (p. 1) specifically reported on these initial planning sessions:

> Federal-Provincial conferences of Deputy Ministers responsible for the administration of Fitness and Amateur Sport programs met twice during 1962 to discuss ways and means of cooperation. In addition, three meetings of Provincial Program Directors were held.

Thereafter, meetings were held on a regular basis at least once a year. These sessions allowed the provinces to air their views to the federal officials and to make certain adjustments to the conditional grants program. Federal-provincial meetings of this nature lasted until the termination of the agreements during the 1970-71 fiscal year.

Despite this type of cooperative mechamism, many problems persisted over the years that the cost-sharing program was in effect. The provinces were disenchanted with a number of features about the cost-sharing program such as the need to pre-clear projects with Ottawa, a process felt to be time-consuming and difficult to administer. Another "touchy" point was that the federal approvals did not always match the provincial priorities and provincial projects were sometimes refused after they had been held. The provinces also were fearful of putting monies into new programs, only at a later point in time to have the federal government unilaterally withdraw, thereby placing the provinces in the unenviable position of having to pick up a further sixty percent of the costs or else drop established services (McFarland, 1978). Then too, the rich and poor provinces held conflicting objections about the agreements. The "have" provinces complained that with ongoing commitments to already well-established programs operating before the 1961 base-line year used in the agreements, it was difficult to find additional funds needed to extend their programs in order to make them eligible for federal aid. Meanwhile, the "have not" provinces, with generally less well-developed programs, found the 60-40 matching provisions out of line because they forced an expenditure of already scarce finances (West, 1973: Chapter 4:18,19). The cost-sharing agreements, above all, revolved around the issue of federal infringement on provincial prerogative, at a time in Canadian history when provincial governments sought a greater measure of control of their own destiny.[4] Dinning (1964:147) summarized the provinces' dislike of the cost-sharing program during this period of expanding provincial powers:

> These cost-sharing monies were conditional grants. All expenditures had to be cleared at the federal level. This meant that any provincial program financed under this program could be vetoed in Ottawa. This severely curtailed the autonomy of the provincial sport program. It was evident that as the provincial financial commitment in this area increased and, as the percentage of federal money decreased, the less tolerance would be displayed.

In Western Canada, there were frustrations with the cost-sharing programs with the most vocal opponent to this scheme, Alberta, not utilizing a high percentage of the federal funds for the first five years. When at the end of the 1960's

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[4] For an excellent discussion of the issue of Canadian federalism and sport, the reader should consult M. Dinning. "The Role of the Government of Canada and the Province of Ontario in the Implementation of the Fitness and Amateur Sport Act,

Alberta made use of almost its full allotment, this was due to the sponsorship of additional projects which were not covered in Alberta's regular program. Alberta eventually chose to participate knowing that it did not rely heavily on federal funds like some of the other provinces, and when the cost-sharing program was unilaterally withdrawn by the federal government the province consequently did not suffer tremendously (Smith, 1977). The remaining western provinces were not quite as reluctant to utilize the federal funds, partially because their own financial commitments as of the 1961 base-line year were not as great as Alberta's and therefore they were in need of the additional federal revenues.

Although there were many problems inherent in the cost-sharing program, it produced some concrete advances in the field of sport. Most importantly, the agreements were catalytic in nature, influencing positive changes in provincial government sports programs. The conditional grants helped to sway the provinces toward a more active sport orientation than they had exhibited in the past. According to Wilkie (1968:76) some of the specific accomplishments included: the hiring of professional sports administrators by provincial governments; producing better qualified leaders through the many sponsored sports leadership clinics; the development of a closer liaison between provincial sport governing bodies and

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1961-1974," Unpublished M.A. thesis, University of Western Ontario, London, 1974. Of special importance is Chapter II, entitled "The Development of Post-War Canadian Federalism and Its Implications on Fitness and Sport."

provincial authorities; and the development of the physical education profession via the generous scholarship and bursary program.

On the negative side, the federal-provincial agreements ". . . did little to promote cooperation and break down the walls that hindered the development of commumication between the federal and provincial authorities" (Dinning, 1974: 150). Seven years after the cessation of the agreements, provincial authorities in Western Canada still talked in disparaging terms about this conditional grants program. The federal authorities, on the other hand, appeared quite content with the outcome of the cost-sharing program. It had accomplished its original objective of stimulating greater provicial government involvement in sport and fitness. Relations became very badly strained following the federal announcement of the cessation of the agreements. This move upset the provinces because it was made unilaterally and at a time when the cost-sharing program at last appeared to be operating effectively. The province's claims of having "the rug pulled out from under them" seemedto be substantiated.

Federal-Provincial Relations in the Contemporary Period: 1971-1977

At the time of the federal pull-out from the cost-sharing program in 1970-71, the provincial government sports programs in Western Canada were on a fairly sound foundation. By the late Sixties federal financial contributions each year began to drop to a lower percentage of the total provincial government sport agencies' budgets. The federal authorities were cognizant of this fact and therefore were interested in a new ~~form of~~ program involving federal and provincial participation. Such a proposal had been contained in the 1969 Report of the Task Force on Sport for Canadians (p. 48) which recommended that "The Federal-Provincial agreements be re-evaluated and a new programme be devised for expenditure in this area." The eventual new scheme or second phase was outlined as one which would concentrate on nation-wide programs as well as individual projects in those regions where support for sports was still weak. It was also a policy which was intended to give the federal government more public exposure than it attained through cost-sharing. The conditional grants simply turned funds directly over to the provinces which did little to promote the fact that federal assistance was provided (West, 1973: Chapter 4:16). There was also the political climate of the time in which provincial governments were seeking more autonomy and cost-sharing programs did not fit into this new approach. As well, federal government policy under the Liberal Government of Pierre Trudeau emphasized high profile, national-type programs in various social and economic fields. Thus, the motives behind supporting such "national" programs as the Canada Games and the Canada Fitness Awards were apparent.

The new funding arrangements of the Seventies were worked out on an individual program basis.[5] In this regard, the biennial Canada Games--a federally initiated and heavily promoted program--became the most visible and successful of all joint endeavours, funded on a three-way cost-sharing basis between the federal, provincial and host municipal government.[6] In the case of all three Canada Games held to date in Western Canada and the 1979 Games slated for Brandon, Manitoba, this type of financial agreement was in effect. An almost unanimous opinion among federal and provincial authorities was that these games, despite some minor problems, exemplified a program which effectively elicited cooperation from all three levels of government as well as sport associations. Kalinowsky (1977) emphasized: "Without a doubt in my mind, the single most significant example of a national showcase which received major, almost total, provincial cooperation has to be the Canada Games." Part of the reason for this positive assessment was that this sports festival gave all three levels of the public sector extensive exposure as supporters of a highly visible program. Furthermore, the major policy-making associated with the games was handled by the Canada Games Council, a body composed of federal, provincial and private sector representatives who cooperatively made the important decisions pertaining to the Canada Games. A structure was therefore operating to the satisfaction of public and private sector interests alike.

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[5] One aspect of the new approach to the federal-provincial programs was continued financial support to the less financially sound provinces and territories. For example, in 1974-75, the four Atlantic Provinces and two territories were the recipients of some $514,000 to assist them in their sport and recreation programs (Fitness and Amateur Sport Branch Annual Report, 1974-75:6,15).

[6] Actually financial arrangements for the Canada Games operated in a complicated fashion. The federal government contributed an agreed-to amount towards the cost of construction

Another joint program which proved quite successful despite some minor difficulties was the National Coaching Development Program. Identified as an area of federal-provincial responsibility, the initial program concept was the brain-child of the Interprovincial Council for Sport and Recreation which was encouraged by the federal government to come up with national projects for federal funding. The Council worked out the plans to put this scheme into practice by assigning Ontario to develop the pilot program with this province subsidized to an extent by the federal government and other provinces acting as official observers and evaluators in anticipation of a nation-wide program. After its trial-run in Ontario, the program was adopted by other provinces including

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and/or the upgrading of facilities with the host provincial government and host municipality each at least matching the federal allocation. The federal government underwrote, within an approved ceiling, the cost of transporting approved team personnel and officials to and from the host municipality plus reasonable accommodation and living expenses. The senior level also assisted to a large degree with operational costs. The provincial government was responsible for the transportation of its team to a central provincial point of debarkation and the provision of a great deal of administrative assistance (e.g., team training, establishing a mission staff, planning meetings, technical expertise, etc.). Host city responsibilities included to be prepared to underwrite operational expenditures over and above the federal contribution and ensure that all required facilities were provided (Canada Games Handbook, August, 1975: 35, 36).

all of those in the west where it became a major program feature of provincial government sport agencies. The success of the scheme prompted a similar program in the officiating area, which is still in its early stages of development.

Over the last few years, there were a few other federal-provincial projects. Some of the more important programs in this category were: the National Sport and Recreation Facility Survey; the Game Plan, athlete assistance scheme; the five-year experimental support program for native peoples' sport and recreation programs; and the support program for handicapped and disabled sport and recreation. Several of these projects were fraught with problems. The National Facility Survey, for instance, was a federal unilaterally-imposed project designed as a student "make-work" program. It had numerous administrative problems and in some cases, such as with Alberta, there initially was reluctance to participate in the program because of how it was "forced" on the provinces as well as having certain research design flaws (e.g. in the make-up of the questionnaire, inadequately trained student researchers, etc.) (McFarland, 1978).[7] The native peoples' program was terminated in 1977 after its five-year trial-run due to complex administrative difficulties in coordinating the program between the federal and provincial governments as well as the native peoples' organizations (Kalinowsky, 1977). Game Plan experienced the withdrawal of the provincial governments in 1976 because of limited provincial input in the decision-making associated with the program after it was established. Although the provinces were represented in Ottawa by Robert Secord, (the Director of the Sports and Fitness Division of the Ontario Ministry of Culture and Recreation, who took a one-year leave of absence to work with Game Plan), difficulties of coordination still took place. Proctor outlined Secord's views in an article in the Globe and Mail (November, 6, 1976):

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[7] The assessment of the National Sport and Recreation Facility Survey was also based on the author's experience of having worked for two summers on this program.

> Secord said that despite an elaborate co-ordinating mechanism among the four Game Plan partners, the plan's technical committee headed by Jackson [Director of Sport Canada] usurped that role leaving the other partners no responsibility for long-range planning. "The only thing left for us to decide was to decide who paid how much and for what." The end result he said, was that Game Plan was perceived as a federal program. Since there was no visibility for the provinces, they ceased to be partners.

The two other Game Plan partners, the Canadian Olympic Association and its financial arm, the Olympic Trust of Canada, similarly backed out of Game Plan due to dissatisfaction with their input in the program and shortly after, established their own athlete assistance scheme. The federal Minister of State for Fitness and Amateur Sport, Iona Campagnolo was particularly bitter about the provinces' withdrawal, indicating that "By their actions, the provinces have left the full weight of responsibility on the national purse and all the responsibility on Sport Canada." (Globe and Mail, November 5, 1976). Game Plan, in its attempt to coordinate the efforts of two levels of government and the private sector, was a dismal failure. All told, the contemporary period witnessed only a modicum of success in joint federal-provincial programs with a few positive results, many negative ones and a continued atmosphere of conflict and basic lack of communication.

During the past seven years some interesting developments occurred with respect to formal mechanisms designed to enhance federal-provincial cooperation. At the termination of the cost-sharing program, the federal government continued its sponsorship of regular federal-provincial meetings, and on occasion, special national conferences and meetings were held with provincial representatives invited to attend. Examples of such get-togethers included: the National Conference on Olympic '76 Development in 1971, the National Conference on Fitness and Health in 1972, the National Conference and Workshops on "The Child in Sport and Physical Activity" in 1973, and the National Conference on Women and Sport in 1974. The provinces decided to maintain a form of association and this was accomplished through the formation of the Council of Provincial Directors of Sport and Recreation in 1971; it was retitled in 1976 to the Interprovincial Council for Sport and Recreation. This formalized, interprovincial body met twice a year to discuss issues of concern to its members and a substantial amount of time was devoted to various aspects of federal-provincial programs. Usually a portion of at least one of the two annual Council sessions dealt specifically with federal-provincial matters with federal officials invited to attend for an exhcange of information (see Table 63).

TABLE 63

DATES AND PLACES OF MEETINGS OF COUNCIL OF PROVINCIAL DIRECTORS/INTERPROVINCIAL COUNCIL FOR SPORT AND RECREATION: 1970 - 1977

Order	Month (Days)	Year	Place
1	August (26)	1970	Saskatoon
2	May-June (30-2)	1971	Ontario
3	November (1-4)	1971	Quebec
4	May (23-25)	1972	Ottawa
5	October (17-19)	1972	British Columbia
6	May (16)	1973	Ottawa
7	Sept. (24 or 27)	1973	Prince Edward Island
8	April (2-3)	1974	Ottawa
9	May (27)	1974	Edmonton (For the 1st conference of Provincial Ministers)
10	Sept. (8)	1974	Quebec
11	April (8-11)	1975	Hull
12	Nov. (4-7)	1975	Toronto
13	May (11-13)	1976	Ottawa
14	Dec. (13-15)	1976	Ottawa
15	May	1977	Winnipeg
16	November	1977	Toronto

Source: Gauthier, 1977.

The reaction to this type of liaison by most provincial officials, especially those from the west, was that the combined federal-provincial sessions were totally ineffective as there was no policy discussion as such, but rather, a précis by the federal government and each province as to the directions they intended to pursue independently. Provincial officials were of the opinion that the major difficulty was the federal government's continual policy of "parachuting" programs into the provinces without adequate prior consultation and planning with the provincial governments. Two examples frequently cited were the Canada Fitness Awards, a program filtered directly into the schools, and the Sports Travelling Caravan which crossed Canada in 1971-72. Bill Clarke (1976) of Saskatchewan summarized a common feeling among western provincial government sports administrative personnel when he identified poor federal-provincial relations as an ongoing critical issue of sport in Canada:

> Our major concern is the federal government which exemplifies no sincere and honest effort. There has been no real cooperation from the federal government in the last four years and it seems to be getting worse; it's the case of them implementing and providing seed money and then pulling out later and leaving it to the provinces. We are not on friendly terms.

Moreover, the federal decision to implement Loto Canada, with profits mainly going towards the 1976 Olympic Games deficit, alienated the provinces further; their feelings were that this contravened a previous federal government promise to turn a healthy percentage of the profits over to the provinces. Larry Desjardins (1976) the Minister in charge of sport in Manitoba, voiced a very critical opinion reflective of western provincial governments' attitudes:

> We were very disappointed with Loto Canada because we were under the impression it was going to be more provincially controlled but the federal government was in a political bind. We feared that it was going to be a federal government slush fund and that's what it became.

The lottery issue seemed to support the provincial government claim of unilateral federal decision-making without adequate prior consultation.

The federal viewpoint on the reasons for poor relations was quite different from that of the provincial governments. One thing in common with the provinces was that federal authorities similarly felt that relations between the two levels of government were poor. The federal-provincial sessions as part of the Interprovincial Council for Sport and Recreation came under a great deal of criticism. Two federal officials, Dr. T. Bedecki (1977) and Dr. S. Kalinowsky (1977), both believed that these joint meetings had deteriorated into "bitch" sessions with the provinces taking their favourite shots at the federal government. Part of the difficulty associated with the federal-provincial sessions was also identified as the Interprovincial Council itself which began to concern itself with primarily sport matters. Kalinowsky (1977) felt that:

> The Council because of its sports orientation did not work out the recreation area which is more demanding of joint planning; sport is very easy, national is

> federal government, other areas are for provincial governments. Recreation is more delicate because it's a looser aggregation of independent types of activities so you need more of a grip. Council didn't really address itself to this issue, hence we're still in the federal-provincial jungle there.

The need for a revised type of planning mechanism was the solution proposed by federal officials as well as several provincial authorities. In such a reformation there was a definite need for the political levels (i.e. ministers) of federal and provincial governments to meet regularly to discuss and decide policy issues with an affiliated committee structure such as the existing Interprovincial Council handling specific details of joint programming. Simeon in his text Federal-Provincial Diplomacy (1972:309) supported the development of such formalized mechanisms stating that . . . many Canadians, observers and participants have stressed that more efficient machinery must be developed to improve the cooperation of federal and provincial policies." His suggestion is certainly applicable to the sport field.

A second type of mechanism established in the early Seventies to promote liaison between the federal and provincial levels was the federal regional office concept. Although the original plan was to eventually have federal Fitness and Amateur Sport offices in all regions of the country, only two offices were established--one in Winnipeg serving Manitoba and Saskatchewan and the second in Vancouver servicing B.C. and Alberta. One of the negative provincial feelings about these offices centered around a concern that federal staff were operating in the provinces, often developing and promoting federal programs without prior and adequate provincial consultation (McFarland, 1978). On the other hand, some individuals involved with sport in Western Canada held a positive opinion about the function of these offices, despite disagreements with federal government policies. It was felt that these offices at least offered a closer means of dealing with the federal government than going the longer route to Ottawa. The closure of the Winnipeg office in 1976 was noted by several provincial officials as a regressive step in trying to reduce the existing federal-provincial confrontation evident in sport (Miller, 1976; Fletcher, 1976). The federal government decision to do this was based on the premise that it found it difficult to assess the effectiveness of these offices and as a result the concept was never implemented on a national basis (Bedecki, 1977). In the recent federal government Green Paper (1977:24), there was a proposal to again put this regional office structure into operation for the reason that "Regional offices would not only signal federal interest but would permit easier communications with regional and provincial sports leaders." If these offices operated with staff sensitive to both the provincial and federal viewpoints and also had personnel with some authority as opposed to only a public relations role, they could do much to shore up a more effective liaison.

The Fitness and Amateur Sport Branch created a special position to specifically deal with federal-provincial liaison. Originally Cor Westland held this post, but starting in 1974 Dr. Sam Kalinowsky served in this capacity until 1975 when De Sale Gauthier assumed the role of Manager of Federal-Provincial Liaison. The establishment of this position indicated a concern by the federal level to try and rectify some of the articulation difficulties (Kalinowsky, 1977). Because this federal employee dealt quite extensively with the provinces and the Interprovincial Council, the federal government became more sensitized to the provincial viewpoints. While some potential areas of conflict were toned down as a result of this position, it was not successful in eliminating all of the long-standing conflict which had developed in federal-provincial sport encounters.

Another development which occurred in September, 1976, and which had ramifications on federal-provincial relations was the federal appointment of Iona Campagnolo to the newly-created title of Minister of State responsible for Fitness and Amateur Sport. This Minister undertook such tasks as embarking on a cross Country tour in 1977 ". . . in order to convince Canadian education ministers to give priority in their budgets in the 1980's toward upgrading the fitness of youngsters." (Edmonton Journal, January 22, 1977). However, a negative development took place in 1977 when Campagnolo refused to meet in a joint session with her provincial counterparts upon their request. The provincial ministers responsible for sport and recreation arrived at this decision to seek a federal-provincial ministerial conference during the Third Provincial Ministers Conference in May of 1977 in Winnipeg, but their correspondence with Campagnolo for discussions met with a negative reply. This refusal to meet no doubt occurred because of inappropriate timing in light of federal activity in drafting new major policies--in November, 1977, the Green Paper on Sport, officially titled A Working Paper Toward a National Policy on Amateur Sport, was released.

This document represented somewhat of a first in federal government sport policy planning in that provincial government reactions to a "proposed" policy were sought out in a formalized manner prior to the drafting of a White Paper on Sport which would specifically outline federal directions. The provinces, although appreciative of the opportunity to have input, were not happy with a number of items: the short time period (approximately two months) that they were given to consolidate a total provincial reaction to the Green Paper; the fact that the proposed Fitness and Recreation Green Paper was not forthcoming at the same time thereby indicating that the excellence factor is different and of higher priority; and the feeling that unless attention is paid to the viewpoint of the provincial and territorial governments, the eventual White Paper could only be regarded as a "federal" not a "national" policy (Clarke, 1978).

The events surrounding the Green Paper indicate a very critical period in Canadian sport as far as the provincial governments are concerned. Bill Clarke (1978) of Saskatchewan, who was responsible for pulling together the final draft of the provincial response to the Green Paper mentioned that it had some very serious implications for the entire sport delivery system. He went on to outline the provincial recommendations concerning the proposed national policy:

1. The provinces want full consultation, negotiations and a formalized agreement before the White Paper is finalized as a national policy;
2. the provinces want the establishment and ratification of a mechanism to ensure negotiation and consultation on a regular basis; and
3. the provinces want a clear determination and understanding of the role of the provincial and federal jurisdictions solidified with firm, written constitutional agreements to that effect.

Although these recommendations appear quite demanding, it is logical that if indeed there is to be a "national" policy, such conditions should be met; it could also signify a new era of federal-provincial cooperation provided that the federal level is sincere in devising a national policy in concert with the provincial and territorial governments and the private sector.

Summary

The foregoing historical overview of federal-provincial relations illustrated an area in which both the federal and provincial levels exhibited a somewhat poor record of cooperation in the sport field due basically to policies of protectionism, self-interest and a lack of communication. Kalinowsky (1977) succinctly summarized the inherent difficulties of developing positive federal-provincial relations in sport:

> There is a specific role for the federal and provincial governments. These roles are necessarily complementary and supplementary; however, in the application of role to situation, problems arise when the two roles mesh or start overlapping and these problems are fiscal, they are policy, they are coordinating, they are program implementation, and perhaps a number of others.

The failure of the two levels of government to work together in a more cooperative fashion than they have exhibited to date has had some detrimental effects on sport in Canada, both nationally and provincially. On the other hand, out of controversy and disagreement there has emerged a very serious public sector concern for sport as well as some very important programs (i.e. Canada Games, Coaching and Officiating Certification Programs). It could also be argued that to some extent the two levels of government have been in competition with each other and in the long-run this has proven healthy because it led to improved policies at both levels. Furthermore, McFarland (1978) noted that despite the various difficulties associated with the involvement of the two senior levels of government, there was actually very little animosity or ill-will between the federal and provincial civil servant sport administrators. Instead the hard feelings and problems were often a result of overall government policy which staff in both levels of government were merely trying to carry out. If, in the near future, these conflicting policies can be made more compatible, through federal-provincial ministerial conferences, formalized agreements and possibly even constitutional ratification, sport in Canada would benefit immeasureably. At a time when all governments are practising fiscal restraint there is little hope of sport being accorded substantial extra funding. The need for joint planning and programming, therefore, is intensified in order to avoid unnecessary duplication and deliver government sports services in combination with the private sector in the most effective, coordinated manner.

WESTERN CANADIAN UNITY THROUGH SPORT

There have been some suggestions that sport contributed to the sense of regionalism evident in Western Canada. The fact that a number of sports leagues (e.g. Western Football Conference of the C.F.L.; Western Canadian Hockey League) and sports organizations (e.g. Canada West Universities Athletics Association) are structured usually involving all or most of the four western provinces supports this premise to an extent. The provincial governments in Western Canada through some of their activities in the sports field also promoted the concept of Western Canadian unity.

As far back as the Youth Training Program in the 1930's when the provincial governments first became involved in sports programs, a sense of association developed among the western provinces. In fact, B.C. as the leading province during this period, because of its Pro-Rec program, willingly aided its western associates in developing their programs. As well, the ensuing N.P.F.A. brought about a closer western affiliation. One factor pointed out previously was western domination at the leadership level (i.e. National Director and Chairman of the National Council on Physical Fitness) which caused western philosophy to pervade this national program. Because the western provinces, particularly B.C. and Alberta, were more advanced than most of those in the east, a common bond also developed in the west. Sawula (1977:224) went so far as to suggest that:

> Certainly a west-east conflict may have been an important reason for the failure of the Act. Mackenzie and Eisenhardt were both from the West. This may have irritated the Easterners. After Mackenzie left, and finally Eisenhardt, the East may have wanted to allow the Act to fall apart by itself because it was a creation of the West and not the East. Also since Quebec was not involved with the legislation and Ontario did not take part until after Eisenhardt and Mackenzie had departed may also show justification for a possible East-West feud.

However, Sawula's remarks must be considered to be largely based on conjecture as there was no further evidence found to support his claim of an east-west conflict.

When the N.P.F.A. fell apart in 1954, the provinces went their own independent directions. Any sense of western unity among the respective provincial government agencies was apparently lost, with Manitoba's program even disappearing altogether. One point in common among the three remaining western provinces was the adoption of a similar community recreation orientation in their overall provincial programs.

The 1961 F. and A.S. Act again brought the provinces into close contact through the regularly held federal-provincial meetings. Initially no significant western alliance of any kind emerged. The development of the cost-sharing agreements and certain events such as the Canada Games actually constituted a federal attempt to get the provinces actively involved in the provision of sports services. This objective was met to the extent that by the 1970's all provinces including those in the west were delivering sports programs at an unprecedented level.

With this expanded provincial government interest in sport came avenues for cooperation between the western provinces. One notable move in this direction was the formation of the Western Canada Lottery Foundation, a body designed to coordinate a united lottery scheme with substantial revenues accruing to sport in Western Canda. This joint venture has operated quite successfully to date despite some minor setbacks and conflict. Then when the federal government announced its Loto Canada as a replacement for the Olympic Lottery, much to the disapproval of the provincial governments, the western provinces joined with Ontario in the Provincial Lottery. The lottery issue proved to be one means by which a western association developed with respect to funding provincial sports programs.

A spin-off from the joint western lottery venture was the staging of the 1975 Western Canada Games in Regina. In this case the western provinces used lottery profits which they held in a special Minister's Fund for some of the Game's costs. While efforts to stage another Western Canada Games did not prove fruitful, the mere fact that a major sports festival of high calibre athletes was held illustrated a bond between the western provinces. The future may very well see further cooperative competitions of this nature.

There are a few other concrete instances of Western Canadian cooperation in the sports field, with one feature being the exchange of professionals between the provinces. On several occasions provincial government sports personnel in one province either received their educational training or picked up experience in a neighbouring region. Mr. G. W. Tuck, the former head of the Saskatchewan Youth Agency, received his educational training in Alberta and as a result was familiar with the program operating there. In 1977, the B.C. Government hired Ron Butlin, the former Alberta Games Managing Director, to work for the west coast province in a similar capacity. This phenomenon was repeated elsewhere and was significant because it led to an informal type of personal liaison which encouraged an exchange of ideas and familiarity with other provincial programs. Furthermore, there was often an exchange of government staff at various provincial sport and recreation conferences where they were used in a resource capacity (McFarland, 1978).

With regard to the National Coaching Certification (Development) Program, there also developed some instances of western cooperation. For example, during the training of instructors for the coaching program, western regional sessions were held as opposed to being on a more costly individual provincial basis. Furthermore, of the five provincial representatives on the National Coaching Certification Council one represents B.C. and the Territories and another the three prairie provinces.

In addition to four-way provincial contacts among the western provinces, frequently one-to-one relationships developed. Alberta and Saskatchewan seemed to cooperate the most in this way although other communication links were established. During B.C.'s restructuring of its ministry responsible for sports programs in 1976, there was extensive consulting with officials from Alberta. Also, a future area of cooperation may be the possibility of some type of joint western provincial sports training centre. These types of coordinated efforts indicate that provincial governments in the west used sport to foster a sense of unity in Western Canada. The geographic reality of proximity and the need for coordination of programs during tight economic periods makes efforts at cooperative ventures in sport in Western Canada a worthy objective.

PUBLIC VERSUS PRIVATE SECTOR CONTROL OF SPORT

> . . . there has been in the years since the end of the second world war, a fundamental change in the pattern of Canadian sports development. Sports and recreation are increasingly entering the realm of public--that is, governmental-policy (Wise and Fisher, 1974:313).

Much of the preceding information presented in this investigation supports the above claim, that is, that provincial governments in Western Canada assumed a greater responsibility for sport development within their boundaries over a period of years. The question now becomes one of defining the public sector's limits--to what extent should governments be involved? Is a centralized government-dominated sports system as occurs in Eastern bloc countries the answer? Or should there be a strong sports federation as evidenced in the Scandanavian countries and several Western European nations? Or, is a third option of a dual responsibility shared between the public and private sectors on a partnership type of arrangement a viable solution? The forthcoming discussion centers around this issue.

Initially national governments became involved in sport for a variety of reasons. Semotiuk (1970:194) outlined the motives underlying national government involvement in sport as: an individualizing function (health and well-being of the individual); a socializing or nationalizing function (social order and control); national prestige function (success in international competition); labour function (increase labour productivity); political indoctrination function (a particular political ideology): an international goodwill function; a military function (defense of the country); an economic function (source of income); and a legislative function (laws, maintain social order). If modified to a minor degree up to six of these underlying motives are readily transferrable to the provincial level: individualizing, socializing, provincial (national) prestige, labor, economic and legislative. In Western Canada the most often claimed motive was the individualizing function, although the rationale for provincial government involvement in games competitions (i.e. Canada Games, Western Canada Games) is now an obvious provincial prestige function.

Provincial government interest in sport developed during years when the private sector, alone, was incapable of promoting sport development at the provincial level. The 1969 Report of the Task Force on Sports for Canadians (p. 5) made a statement regarding the national scene which is applicable to the province as well; this report noted that ". . . if the private sector is not by itself capable of sustaining our national existence, it is the function of our government to step in and help it to do so, however remote the area might be from the customary fields of government concern." Stimulated by a federal government push (via the N.P.F.A. and the F. and A.S. Act), the provincial governments in all western provinces assumed an expanded role in sport. Private sector sporting interest initially welcomed more provincial government involvement especially by way of additional, grant programs. Wise and Fisher (1974:314) made an astute comment on this very topic:

> Sports bodies have always wished for and sometimes demanded the endorsement of government to cloak them with legitimacy or to endow them with emotional or financial support. What is unique in our current situation is the scale and impact of the initiative. Sport previously enjoyed assistance from government as a privilege; now the administrators of sport expect it as a matter of need and right.

One can therefore postulate that provincial government involvement in sport occurred not simply as a consequence of a sudden interest by the public sector but because of a number of pressures brought to bear on governments including demands by private organizations.

In assuming a more active role, the provincial governments were not content with a mere fiscal transfer of copious quantities of grants to sport governing bodies; instead, they assumed a large measure of control in a particular provincial sport setting through the program spending priorities which they maintained. Furthermore, the political level (i.e. politicians and governing party) desired some degree of acknowledgement of the assistance they provided. For this reason politicians were very willing to heavily support highly visible programs such as facilities and games while allowing leadership-type programs to lapse or remain at a minor level of sponsorship.

With the provincial governments assuming more responsibility and outright control, some confrontations developed between the public and private sectors (e.g. between the governments and provincial sport organizations). It would appear that this problem, in some cases, stems from the fact that private sector interests want public sector funds but not necessarily the government intervention that goes with it; or else they want some means by which to become self-supporting (e.g. through lottery programs). Traditionally sport organizations were run on a non-profit basis by volunteers who wanted to control their own destiny. The text Canadian Sporting Heroes (1974:24) made mention of this point:

> A distinguishing characteristic of sportsmen through the generations has been a distaste for the critical opinions of outsiders. With it goes a clearly held axiom. Sportsmen must run their own affairs. Sportsmen repel the intervention of outsiders, particularly of governments and legislation.

Public sector/private sector conflicts of major significance arose on a few occasions in Western Canada, each time involving problems between the provincial sports federations and the provincial governments. The most serious confrontation was between the Manitoba Sports Federation and the Minister responsible for sport, Larry Desjardins, over a fiscal-related problem and a personality clash, all of which revolved around lotteries. In Alberta, as well, a very complex and controversial issue erupted over the Alberta Games when the provincial government withdrew the mandate for the provincial games from Sport Alberta. In turn, the government established a new Alberta Games Foundation as the coordinating body and also, in effect, contracted the administration of the provincial games program to a non-civil servant, Ron Butlin, the former Managing

Director of Sport Alberta. B.C. also experienced some animosity and communication problems between the sports federation and the provincial government but not to the extent of Alberta and Manitoba. Saskatchewan appears to be the only province devoid of such conflicts, a situation possibly explained by the close partnership type of arrangement between the government and Sask Sport.

An analogy of the topic of public versus private sector control of sport can be made in terms of a pendulum. In the years prior to World War II the pendulum rested far to the left, representing complete private sector control of sport. Following the implementation of the N.P.F.A. and the F. and A.S. Act and carrying on into the Seventies, this pendulum gradually swung quite noticeably to the right of centre, indicating excessive public sector domination, a situation most of the western provinces are in at the present time. The solution, however, may be a more vertical position for the pendulum. What may be required is a "privatization"[8] of sport. Broom (1971:249) supported this view claiming that "Canadian society can best be served by a gradual loosening of the reins, and an active government policy of helping Canadian sport to help itself."

A serious problem of increased public sector involvement in sport is that slowly but steadily governments are usurping the traditional functions of private sector bodies. The result of this trend is that the volunteers who once governed sport are losing their voice on policy issues, their associations are losing their autonomy and the control of the future of sport in Canada is passing from volunteer amateurs to bureaucrats (McCabe, 1978). Maureen O'Bryan, President of the Sports Federation of Canada, outlined the problem and a possible solution:

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[8] An article by Greer (Brantford Expositor, Dec. 21, 1976) commented that "The central idea in privatization seems to be that

> . . . the autonomy of individual sports was threatened because government wanted to dictate the priorities for sport as well as handing out the bucks. Don't misunderstand me. Government needs control. It needs to demand tough accounting of where the money goes because public funds must be spent appropriately, but it should let the sports determine their own priorities. Surely, each sport knows best how to spend its money. There has to be flexibility as well as accountability (McCabe, 1978).

If the large volunteer clientele in the Canadian sport mosaic are to be retained, governments at all levels are going to have to let much of the authority remain within the private sector.

A query can be put forth as to whether provincial governments will be willing to relinquish complete control to non-governmental groups. Many would argue against such a situation occurring, although Saskatchewan provides an interesting example. The Saskatchewan Government stimulated the formation of Sask Sport, then literally nurtured it along until it became functional and utlimately it turned over a large

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the government should get out of providing directly those services which someone else could provide more efficiently and perhaps more cheaply . . . in other situations it means to turn over a government function to private enterprise."

degree of responsibility and control through Sask Sport's administration of the Western Canada Lottery. There is some concern that this relationship is too close and that Sask Sport can be accused of "sleeping with the government." However, in this union they appear to be compatible bedfellows. There may very well be a lesson here that the other provinces should heed--that Saskatchewan has had the least amount of conflict of all its counterparts in the west. But, provincial governments will likely remain reluctant to relinquish very much control. One individual in Manitoba espoused a very pragmatic view as to why this is so. Guy Simonis (1976) emphasized that there is a ". . . fallacy that governments should tax people, give the money to sports federations who take a big bow and hand it out. Governments will never do that because they want to take the bow."

Another fact of life working against reduced government intervention concerns the very large amount of government investment in sport-related areas. Van Dusen (1976:2) outlined that:

> At present, all levels of government combined in Canada provide an estimated 75% of the cost of facilities and administration of all grades of sport, from bicycle trails to swimming pools, stadiums, arenas, and sports facilities associated with education. So governments have a large say in the future of sports in this country.

With such a heavy commitment it would be unreasonable to suggest that governments totally divest themselves of interests in sport. And, this would not be desirable. The public sector has valid and necessary functions: to ensure accountability of funds provided to sport bodies, and for sports programs; to continue certain program areas and planning duties especially in the facility area; and to provide specialized services (e.g. fitness, disabled programs) not attainable through private sector channels. What would seem to be required is an equitable sharing of responsibility, a partnership arrangement between the provincial government and the private sector (e.g. provincial sports federations); the pendulum should return closer to a near vertical, central resting point.

SUMMARY AND CONCLUSIONS

The preceding pages contain information which was designed to examine three selected issues pertaining to provincial government involvement in sport. The first of these was federal-provincial relations in sport, a topic which must be classified as one of the major critical issues not only from an historical perspective but in the present-day context as well. Joint federal-provincial agreements operated for many years through cost-sharing programs or conditional grants, a type of financial arrangement which was basically disliked by the western provinces; as a result, they did little to promote positive working relationships between the two levels of government. The recent policy of cost-sharing on specialized programs met with a mixed bag of success; while the Canada Games proved to be a very worthwhile joint program, other projects such as

Game Plan, did not work out as satisfactorily.

The formal mechanisms for federal-provincial contact proved to be a limiting factor in alleviating federal-provincial conflict. This was chiefly due to the fact that no forum has ever existed wherein policy was debated and worked out in a cooperative fashion. For example, the National Physical Fitness Council which operated from 1943 until 1954, did not serve this purpose; nor did the federal-provincial meetings held during the time of the cost-sharing agreements under the 1961 F. and A.S. Act. Most recently, the federal-provincial sessions as part of the meetings of the Interprovincial Council for Sport and Recreation have also been far from adequate. The establishment of regional offices of the Fitness and Amateur Sport Branch and the creation of a special Manager of Federal-Provincial Liaison within the federal branch were important developments, but unfortunately they did not reduce federal-provincial tension to any great degree.

In examining the history of federal funding assistance to the provinces, some interesting changes took place which directly affected relations between the two levels of government. Beginning with the agreement, under the 1943 N.P.F.A., federal funds were provided to the provinces with predominantly provincial decision-making on the spending of this money. By the time of the cost-sharing program under the 1961 F. and A.S. Act, the provinces lost some of their previous powers as the federal government had to approve all provincial projects which therefore had to meet federal priorities. Finally, in the contemporary era, it has gone one step further with the federal government basically announcing the programs which they are prepared to support and what contributions they expect from the provincial or municipal governments. Thus, in terms of decision-making, there has been a complete turn-around from the Forties until the present-day, with the federal level gradually assuming more and more control (McFarland, 1978). This development was a major contributing factor to some of the federal-provincial problems in coordinating their efforts in the sport field.

Historically, there have been problems in almost every area of federal-provincial contact, and sport has not been an exception. This confrontation was magnified in the last fifteen years, a period when provincial governments actively sought a greater measure of autonomy in various social and economic fields. A predominant feeling among most of the western provinces was that the federal government in many cases was guilty of overstepping its bounds and developing sport policy in isolation without adequate provincial consultation. The federal government, on the other hand, justified its activities as being within its sphere of influence.

Western Canadian unity was enhanced to some extent by the provincial governments' sports programs. A loose bond among the western provinces was apparent since the time of the Youth Training Program of the 1930's. In recent years, joint programs such as the Western Canada Lottery and the Western Canada Games were means by which this association was strengthened.

Public versus private sector control of sport is another controversial issue which pervaded the sports scene in Western Canada. From an historical perspective the governance of sport shifted from a situation of complete private sector control to the contemporary period when the public sector tended to dominate. With expanded government control there developed conflicts, primarily linked to private sector dissatisfaction with excessive government intervention. It was determined from a pragmatic viewpoint that provincial governments would not be willing to relinquish all control of sports matters to the private sector, especially to provincial sports federations. Nor was this considered advisable in light of the tremendous government input in a financial sense. The solution to the current dilemma was felt to be a more equitable sharing of responsibility between the public and private sectors in a partnership type of arrangement.

CHAPTER IX

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

SUMMARY AND CONCLUSIONS

The purpose of this study was to historically trace provincial government involvement in sport in Western Canada. The main problem was to describe and review the provincial government role in this field within a three-part framework. The first concerned an historical perspective of public sector involvement in sport in each of the four western provinces of British Columbia, Alberta, Saskatchewan and Manitoba. Part two of the investigation involved the classification of sectors and the identification of the main components of the sport delivery system in Canada with a dual emphasis on placing provincial government structures within the total organizational framework. Finally, a third part was devoted to a review and discussion of key issues and problem areas relative to the topic under investigation.

Using an historical-descriptive methodology comprising: basic library research; government documentary and record analysis; personal conversations, correspondence and observations; and personal interviews, the study was organized into nine chapters. These chapters contained information which corresponded to the three-part framework outlined above.

The principal conclusion drawn relative to the topic under investigation is that, in an historical sense, provincial government involvement in sport in Western Canada gradually increased in scope to the point where the provincial public sector now plays a very significant role in the national sport delivery system. This increased involvement took place in each of the western provinces in a very different pattern of historical development, although several similarities existed. A number of other conclusions and summary statements are presented under various subsections.

Rationale for Provincial Government Involvement

Provincial government rationale for developing an interest in sport varied according to certain trends, some of which became ongoing, others followed a cyclical pattern and a few remained in effect for only a brief period of time. These justifications or motives for involvement included:[1]

1. Reasons associated with unemployment in a depression era (i.e. to keep youth, in particular, healthy and occupied) [prevalent in the Thirties];
2. To encourage physical fitness and develop a war-prepared citizenry during times of global conflict [spanned the Forties and early Fifties];
3. As part of a community recreation orientation in which various activities including sport were promoted [an ongoing justification which began in the Thirties];

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[1] The information in square [ ] brackets denotes the time frame for a particular motive or rationale.

4. For educational purposes linked to the physical development of youth [an ongoing concern which became prominent in the late Forties and in the Fifties];

5. As an integral part of a youth policy to occupy the leisure time of this large population segment [in vogue during the Sixties and the early Seventies but gradually faded];

6. To help promote tourism and therefore stimulate the provincial economy [began in the late Sixties but diminished somewhat during the Seventies];

7. As an important component of a broad socio-cultural policy with an emphasis on leisure and recreation [developed primarily in the late Sixties and in the Seventies];

8. For preventative health concerns by promoting physical fitness through physical activity as a means of combating the harmful effects of sedentary lifestyles [promoted in the Sixties and moreso in the Seventies];

9. As a politically expedient means of fostering provincial identity (i.e. the development of athletic excellence enhances provincial identity) [the late Sixties and more prevalent throughout the Seventies]; and

10. An economic motive related to political policy (i.e. to stimulate the economy through employment programs such as the Local Initiatives Program, Young Canada Works etc.) [became widespread in the Sixties and the Seventies].

Each of the western provinces differed with regard to its rationale for sponsoring sport-related programs. Nevertheless, over the years, two of the categories outlined above--the physical fitness concern and the close affiliation of sport to recreation, especially at the community level--were the most persistent factors behind provincial public sector involvement in sport.

Provincial Government Sport Structures

From a structural perspective, the Western Canadian provincial government agencies responsible for sport varied tremendously in terms of departmental location. A total of seventeen different departments at one time or another housed their respective government agency designated to deliver sports services. The constant departmental changes indicated the generally low profile and status accorded to these small government bureaus. Historically, sports services in almost all cases remained part of a larger recreation structure. In time, these recreation bureaus became more encompassing and elaborate structures with the eventual development of specific sports units; these units in turn grew in size and status within their departmental hierarchy. The improved status of sport agencies was reflected in larger budgetary spending due to increased administrative costs of salaries of additional employees as well as expanded program costs. The growth pattern culminated with the formation of departments (usually with a recreation title) in which sports units had a prominent position in the departmental structures. In some instances, the establishment of these types of departments served to consolidate various sport-related programs (e.g. community recreation services, parks services, facility programs, etc.) which were previously scattered in a number of departments.

The role of civil servant sports administrators changed considerably over time. Whereas in the Thirties, Forties and

Fifties staff generally had a multi-purpose recreation function, by the Sixties personnel were hired to specifically administer sports programs. Expanded sport-related programs also required that there be staff with more formal education, and as a result, civil servants bearing undergraduate and graduate degrees in physical education and recreation became responsible for administering sports services. For many years, especially during the developmental period of the early agencies, senior civil servants were given a large measure of control in administering their particular areas. Individuals such as Ian Eisenhardt, Lawrence Wallace and Jim Panton in B.C., Joe Ross and Elsie McFarland in Alberta, "Wally" Stinson in Saskatchewan and Hart Devenney and Al Miller in Manitoba, all played significant roles in the evolution of their particular programs which usually had a broad recreation orientation as their philosophical basis. With an ever-increasing importance attached to sports programs in government affairs, the role of the politician in decision-making became more pronounced. The development of a greater political element in government sports administration had both its positive and negative repercussions, depending on the province and the politician in control.

Advisory councils on sport which were used to provide a private sector lay opinion to government did not always live up to expectations. Only when these bodies were given executive-type functions (e.g. recommending grants) did this give them a sense of purpose, thereby guaranteeing action and concern on their part.

Each of the western provincial governments had its own unique structural development in the sport field. B.C.'s innovative and highly centralized Pro-Rec program eventually gave way to the Community Programmes Branch. The latter structure was plagued for a number of years in the Fifties and Sixties by a non-growth syndrome in both structure and to some extent, programs. Even though extensive structural revisions took place in the last few years, all proposed changes to the Recreation and Fitness Branch were very slow to come about and are still not finalized. The result is an under-staffed and incomplete structural set-up in which the B.C. provincial games format has been given a high priority although operating in a peculiar fashion, divorced from the administration of the primary sport agency.

Alberta began its history with the very compact and decentralized "Health and Rec" program which stressed a facilitator approach with few central administrative costs, and instead, services directly geared to community recreation. Despite some unusual departmental shuffling to the Departments of Economic Affairs and the Provincial Secretary, this agency eventually developed into the most sophisticated recreation structure in the west. In the 1960's and 70's, specialized units (e.g. Recreation for Special Groups, Outdoor Recreation, Sports and Fitness, etc.) were established in a multi-faceted approach to sports programming within an overall recreation policy. But to some extent, Alberta in the contemporary period was characterized by excessive structural alterations, a situation which kept the primary sport agency somewhat off balance while trying to constantly readjust to changes.

In Saskatchewan, a gradual structural evolution took place from the time of the Saskatchewan Recreation Movement through to the specific emphasis on youth exhibited by the formation of the Provincial Youth Agency. This eventually led to the establishment of the Sports and Recreation Branch as the primary sport agency, and a government structure which remained remarkably intact in the last five years with some growth in size and expenditure.

Meanwhile, Manitoba experienced the most hectic and "up and down" structural development of all the western provinces. What began as a broad physical fitness program geared at communities and the educational sector, was dropped entirely in 1955 in reaction to federal withdrawal of support under the N.P.F.A. When the provincial government reinstituted widespread sports services in 1962, it was again with the promise of federal assistance under the 1961 F. and A.S. Act. The inappropriately named Fitness and Amateur Sport Branch, with its mainly community recreation orientation, eventually gave way to the Community Recreation Branch. This particular structure grew in size and importance and was revised in 1973, with the formation of the Sports Directorate, a move which substantially increased the government's emphasis on sport. Shortly afterwards, in 1975, the sport agency was transferred to a separate department. This effectively separated the sport and recreation agencies and was a change which was difficult to justify and had little support beyond the ministerial level responsible for the move.

A large amount of variation was evident in the development of provincial government sport agencies in Western Canada although in some instances the pattern of growth had several features in common. In all cases, there was a great deal of organizational alteration and departmental shuffling which indicated a form of government indecision as to where to best locate these structures. Only in recent years has this constant reorganization been toned down with the sport agencies located in departments where they maintain a fairly high status in the hierarchy and where they have acquired some structural stability.

Provincial Government Sports Programs

The major funding priority to sport for many years was the sponsorship of leadership programs geared toward community recreation, and to a lesser extent, provincial sport and recreation associations. Starting in the 1960's and carrying on into the present decade, new program areas began to make an appearance. In a short time, two areas--facilities and games--took over the top funding priorities. While leadership and other programs continued to be funded, the emphasis was shifted to more politically visible areas as funding priorities became overbalanced to an excessive degree in favour of facilities and games.

During the contemporary period, sports programs were sponsored in a two-pronged fashion--services to community recreation (recreational sport) and programs of benefit to provincial sport associations (elite competitive sport)--as an attempt was made to balance programming for mass participation and for excellence. In addition, the last few years witnessed program expansion into specialized areas such as for special groups (i.e. disabled, aged, etc.), outdoor recreation and fitness. Thus, by 1977 sports services at all levels were being offered at an unprecedented level with the western provinces having many similarities in their types of programming.

British Columbia, after its highly centralized Pro-Rec scheme ended, shifted its program emphasis to a community recreation approach in the early Fifties. Sports services were augmented in the Sixties when B.C. made widespread use of the federal-provincial cost-sharing agreements. Government assistance to sport in B.C. received a large stimulus with the creation of the B.C. Physical Fitness and Amateur Sports Fund in 1969, a development which did much to expand sports programs and services. A controversial program area involved the B.C. Festival of Sport (1970-75) which never achieved many of its intended objectives. The present decade was also characterized by extensive government spending in the area of facilities.

Over the years, Alberta was very supportive of programs aimed at improving the leadership element at various levels especially community recreation. During the Sixties, the Alberta Government, without relying heavily on federal funds under the F. and A.S. Act, on its own instituted several innovative assistance programs to sport (i.e. travel grants, hosting grants, scholarships, etc.) and eventually had this support spelled out in legislative regulations. It also developed the most liberally-funded facilities program and overall assistance to municipal recreation of any of its western counterparts. During the present decade it began to noticeably lag behind some of the other provinces in terms of total funding assistance to associations. However, from the perspective of all-inclusive sports services embracing support to community recreation, outdoor recreation, special groups, facilities and provincial associations, Alberta does not have an equal in the west.

The Saskatchewan Recreation Movement of the Forties and Fifties emphasized services to schools, communities and to a minor extent, provincial associations. The community recreation orientation remained in effect for a number of years with programming in such areas as leadership, consulting and limited grant assistance. Government sponsored programs in sport expanded in scope during the Sixties supplemented by federal funds under the 1961 F. and A.S. Act as well as extra financial resources made available under a new youth policy. Although Saskatchewan for many years was noticeably behind its western counterparts in terms of total government sports services, by the mid-point of the present decade this situation had in some ways reversed itself. Through the establishment of a facilities grant program in 1976, instituting new sports services (e.g. provincial games, coaching grants, etc.), and above all, turning the lottery management over to Sask Sport, Saskatchewan developed one of the most novel and effective means of delivering sports services.

Manitoba initially took an approach of sponsoring services for communities and schools. These services suffered a serious set-back when the Manitoba Physical Fitness Program was dropped entirely in 1955. It was not until the Sixties that Manitoba's Fitness and Amateur Sport Branch, under the guise of a community recreation approach reinstituted sports programming with substantial federal assistance. During the Seventies an expansion of sports services into such areas as facilities, larger association administration grants, fitness, athlete assistance and other new programs, was, to a large extent, the result of extra funding made available through lottery profits.

Over a forty-year period, provincial government sports programs in Western Canada grew tremendously in number as well as financial allocations accorded to this field. This same period saw funding priorities to different areas altered to conform to government policy which usually related to sponsoring the most politically visible areas. The lottery issue, in particular, played an important role by permitting program expansion into new government service areas. Actual means of funding sports programs varied greatly between each province: through direct appropriations; via lottery revenues administered by an outside organization; by means of a fund controlled by an advisory body; and a combination of direct grants and lottery profits.

Factors Influencing Provincial Government Sports Policies

A number of factors were found to have had a direct bearing on provincial government sports policies over the years. Summarized below, these included:

1. The Federal Government. Starting as far back as the Thirties with the Dominion-Provincial Youth Training Program, through the years of the N.P.F.A. and carrying on into the contemporary era affected by the F. and A.S. Act, the senior level of government had a strong influence on the development of provincial government sports services in Western Canada. The dealings between the federal and provincial levels in the non-constitutionally defined area of sport were oftentimes strained and characterized by insufficient communication and a lack of coordination. The federal level made various attempts to stimulate greater provincial government activity in the sport domain through different types of cost-sharing assistance schemes.

But whereas in the Thirties, Forties and Fifties, the provinces generally determined their own program priorities on how to spend federal funds, over the years this changed. Under the cost-sharing agreements of the F. and A.S. Act, the federal government retained a large measure of control by having the right to approve all provincial projects. In recent years, the federal level assumed even greater control by initiating national-type programs, often unilaterally, with the provinces requested to participate on a cost-sharing basis.

This loss of provincial autonomy was one cause for some of the tension in federal-provincial sport relations. Another factor was inadequate official coordinating mechanisms between the two senior levels of government, structures wherein policy is discussed and then implemented. Federal-provincial sessions as part of the meetings of the Interprovincial Council for Sport and Recreation were not effective as no policy decisions were forthcoming at this level, only information sharing. In addition, federal attempts at drafting major policy (i.e. Report of the Task Force on Sport for Canadians [1969], A Proposed Sports Policy for Canadians [1971] and the Green Paper on Sport [1977]) did not give the provincial governments adequate input to justify the formation of a truly "national" sport policy.

Whether the federal government was an initiator or follower in sport development can be argued both ways. In certain cases (i.e. youth training, scholarship programs, etc.), the senior government borrowed ideas from the provinces. On other occasions, especially in the contemporary era, the federal level was a leader, establishing such programs as the Canada Games and forming so-called "arms-length" organizations (i.e. National Sport and Recreation Centre Inc., Coaching Association of Canada, etc.). While disagreement and conflict developed between the federal and provincial governments, this frequently led to modifications in policy with the result that several positive outcomes occurred at both levels of the public sector. The federal government through its programming and services, often in concert with the provinces, did much to alter the workings of the sport delivery system in Canada.

2. Other Governments. The sports programs and services operating in one province often were modified and implemented in another province. In this regard, B.C.'s Pro-Rec scheme was extremely influential in the development of similar programs in not only neighbouring western provinces but at the federal level and across Canada as a whole. More recently, Alberta's broad recreation approach served as a model for several western provinces with both structural and program ideas borrowed and put into practice. In such areas as facilities, community recreation leadership grants and grants to provincial associations (i.e. money for travel, hosting), Alberta helped to shape the evolutionary patterns in other provinces. In some ways, the western provinces, particularly B.C. and Alberta, had an important pioneering

effect which influenced the directions taken in the west and on a national scale. On some occasions, the western provinces instituted programs, especially in recent years in the realm of elite competitive sport, which were operating in other regions, most notably Ontario and Quebec. Apparently, the need to keep up with one's counterparts in a sense of competition influenced the western provinces to adopt certain programs in operation elsewhere. Moreover, the Interprovincial Council for Sport and Recreation served as a forum for the provinces to meet, thereby leading to an exchange of information and some borrowing of ideas.

At another government level, the changing nature of municipal government sport and recreation needs caused provincial governments to keep pace by providing necessary and appropriate services to this "grass roots" level. While provincial government services to community recreation historically were in the leadership and consulting areas, changing trends resulted in expenditures for widespread facility construction, some program development and even limited assistance for operating costs.

3. Private Sector. Lobbying by the private sector in total whether by an individual sport organization, professional associations or a provincial sport federation, was found to have an influence on public sector sport policies. The provincial sport federations as the so-called "voice of amateur sport" in a province had minor success in influencing provincial

government sports services. However, the newness of these federations and their relative inexperience in a lobbyist capacity has limited their ability to significantly affect change in the governmental sphere, a characteristic which could change over time. On some occasions, provincial advisory councils served in a feed-back capacity by providing provincial governments with a lay point of view. Although there were various problems associated with these bodies such as an advisory versus executive role, remaining active mechanisms and containing qualified members as opposed to political appointees, they still helped to guide the development of provincial government sports programs.

4. Social, Economic and Political Climate. These three interrelated factors played an extremely important role in determining the direction of sports policies within the provincial governments of Western Canada. For example, the depression era of the Thirties which resulted in a large corps of unemployed youth, was instrumental in the establishment of Pro-Rec and similar provincial schemes. The social trend towards youth-oriented services in the Sixties influenced the western provinces to institute specific youth programs which often included a large sporting component. Various provincial centennials, jubilees and the 1967 Canadian Centennial were expressions of provincial and national pride that used sport (i.e. sponsoring of sports events, facility

construction) as a vehicle to help celebrate these historic occasions. Furthermore, the "fitness" consciousness of the Seventies and the concern for special groups (i.e. disabled, aged) had a bearing on the type of sports policies implemented by the Western Canadian provincial public sector. As part of their raison d'être, provincial governments attempted to provide sports services reflective of social trends and the electorate's needs and wishes.

Economic factors had repercussions on public sector sports services as government fiscal ability was an important limitation on the extent of sports programs. This was especially true in the sport field which was prone to cut-backs or non-growth whenever government fiscal restraint was an issue. During the post-Second World War years, especially in the prosperous decade of the Sixties, liberal government spending took place in various socio-cultural fields, including sport. In B.C., the long-standing Social Credit Government with a large surplus accumulated by the mid-Sixties sought to distribute its excess revenue in such a popular field as sport, via its creation of the B.C. Physical Fitness and Amateur Sports Fund. The 1970's, characterized by periods of recession and government fiscal restraint, saw the emergence of lottery schemes which permitted program expansion in the sport area, as especially occurred in Manitoba and Saskatchewan. Alberta's prosperity as a result of its abundant natural resources was the major reason behind the government's decision to establish an extensive cultural-recreational facility program as well as other heavily subsidized programs in the broad recreational field. The state of the provincial economy thus was a critical factor in determining the extent of governmental assistance to sport.

Finally, the political element had a large part in dictating the amount of funding and the type of sports programs offered by provincial governments. For many years, a few political parties including the C.C.F., the N.D.P. and the Social Credit had a grip on provincial political power in Western Canada. Generally, it appeared that these parties with their emphasis on social, people-oriented services, were quite willing to expand government programs in the sport field. Of course each province was highly individualistic in this regard with certain parties more sympathetic to sport than others. Also, as politicians began to take an active interest in sport affairs, higher levels of government including the Cabinet, became concerned with integrating increased government sports services into overall government policy. As well, political decisions on sport were very related to social and economic factors and there were also pressures brought to bear on provincial governments to maintain similar services as existed in other provinces.

Other Conclusions

Public versus private sector control of sport persists as one of the critical issues in sport in Canada. With the entire public sector at all levels--federal, municipal and provincial--assuming a greater role in the governance of sport, the tradition of private sector control of sports affairs has diminished considerably. A large proportion of the funding to sport and the decision-making associated with it has swung over in favour of the governmental side. As this has occurred, private sector interests have expressed strong disapproval of excessive government interference. Conflicts in Manitoba, Alberta and B.C. between the government and the provincial sport federation, illustrated some of the problems which occurred as governments took on more responsibility. Meanwhile, the Saskatchewan scene provided an interesting example of very close cooperation between the government and Sask Sport. This "partnership" type of relationship was felt to be a possible alternative available to provincial governments--one that could lead to effective programming and be the most viable in an economic sense.

Western Canadian unity was enhanced by provincial government involvement in sport through various types of cooperative ventures between B.C., Alberta, Saskatchewan and Manitoba or combinations thereof. This close affiliation began as far back as the Thirties when Pro-Rec was first initiated. Since then, cooperation on several programs has taken place right up to the present day. The Western Canada Lottery Foundation, the Western Canada Games, and activities associated with the National Coaching and Official's Certification Programs are means by which Western Canadian unity was promoted in the sport domain.

The sport delivery system in Canada evolved into an extremely complex social system comprising an intricate network of public, shared and private sector components. The total organizational framework, has been characterized by a lack of coordination of programs and financial resources as well as an unclear designation of roles. The provincial governments of Western Canada have played an increasingly important role in the sport delivery system through the programs and services which they sponsored over the years. It is crucial to sport development that in the near future the provincial public sector, in concert with other government levels and the private sector, make attempts to more clearly define roles and better integrate programs, support services and financial resources.

RECOMMENDATIONS

The following is a list of recommendations in reference to provincial government involvement in sport in Western Canada.

British Columbia

1. Recommendations on Structure (Positional Policies). The Government of B.C. should fully implement its proposed expansion to the Fitness and Recreation Branch by hiring appropriate personnel. As well, the B.C. Provincial Games format be

incorporated directly within the structure of the Fitness and Recreation Branch. That there be organizational change to include a government unit responsible for sports and recreation to special groups. The B.C. Physical Fitness and Amateur Sports Fund Grants Advisory Committee be revised to include members who are nominated or elected by key private sector organizations (e.g. Sport B.C., British Columbia Recreation Association, etc.) as opposed to only government appointees. Finally, a Task Force on Fitness and Sport be structured to examine all facets of government sports services and recommend appropriate changes.

2. Recommendations on Functions (Allocative Policies). The B.C. Physical Fitness and Amateur Sports Fund Grants Advisory Committee be encouraged to annually spend all of its accumulated interest from the fund plus lottery profits turned over to the fund. These extra finances be used to institute widespread and less restrictive "global" grants to associations. That included in the global grants there be allowances for full-time administrative hiring by associations, more than the presently-sponsored seven program development coordinators. The public recreational facilities program be modified or expanded to include funds for operational expenses. Finally, that government programs on fitness and for special groups (i.e. disabled, aged, etc.) be increased.

Alberta

1. Recommendations on Structure (Positional Policies). The Department of Recreation, Parks and Wildlife reduce the number of senior bureaucratic positions (i.e. Minister, Deputy Minister, Assistant Deputy Minister, Branch Director, Section Head) to facilitate the communication process in the Department. The administration of the Alberta Games be incorporated within the Department of Recreation, Parks and Wildlife and be made the responsibility of the Sports and Fitness Section with assistance from other departmental units (i.e. Field Services, Recreation for Special Groups, etc.). That the Percy Page Centre for Provincial Recreation Associations be incorporated as a non-government body. And that a Task Force on Sport and Fitness be established to examine Alberta Government services to this field with the intent to make recommendations at furthering sport development in the province.

2. Recommendations on Function (Allocative Policies). Extra financial resources be allocated to sport-related associations in the form of "global" grants, with the added revenue of a substantial nature in order to permit the hiring of full-time administrative help. That associations be encouraged to make more widespread use of the Percy Page Centre through expanded services and that the Centre accommodate additional administrative personnel from provincial associations. The Government of Alberta make a concerted effort and take a

facilitator role in helping to stimulate and develop a strong provincial sports federation (i.e. Sport Alberta). An expansion of fitness and special groups services take place in the near future. In addition, the Major Cultural/Recreational Facility Development Program be modified to include support for operating costs. Finally, that much of the extra funding necessary to operate the program expansion outlined above be taken from Western Canada Lottery profits after all obligations to the Commonwealth Games are met during the summer of 1978, or from the Heritage Trust Fund.

Saskatchewan

1. Recommendations on Structure (Positional Policies). The Department of Culture and Youth eliminate Youth from its title and instead use Recreation or Leisure, thereby becoming more reflective of a primary departmental concern. The present Department of Youth expand and alter its structure to include some specific organizational units responsible for fitness, outdoor recreation and special groups.

2. Recommendations on Function (Allocative Policies). Additional financial resources be channelled into expanded programs in the areas of fitness, outdoor recreation and disabled recreation. These increased expenditures be made available through direct government appropriations as well as Saskatchewan's share of Loto Canada profits which presently go directly into the provincial treasury. That the Recreation

and Cultural Facilities Grants program be modified to include funds for operation costs.

Manitoba

1. Recommendations on Structure (Positional Policies). The Fitness and Amateur Sport Branch shift its location from the Department of Health and Social Development back to its former home in the Department of Tourism, Recreation and Cultural Affairs. The members of the Advisory Council on Fitness and Amateur Sport be representatives nominated or elected by specific private-sector organizations (e.g. Manitoba Sports Federation, Manitoba Parks and Recreation Association, etc.). The lottery structure in Manitoba be examined with the intent to streamline and simplify. That organizational expansion occur to incorporate special groups and outdoor recreation units within the Department of Tourism, Recreation and Cultural Affairs. An alteration of the Sports Administrative Centre take place so that it becomes an incorporated, non-government body. Finally, a government Task Force on Fitness and Sport be struck to examine the total Manitoba Government effort in this field.

2. Recommendations on Function (Allocative Policies). Efforts be made to develop a close working relationship with the Manitoba Sports Federation which should obtain government subsidization and be encouraged to locate in the Sports Administrative Centre. Programs and services to the areas of fitness,

special groups and outdoor recreation be increased. The Recreation Facilities Grants Program be altered to include support for operating costs. And, that the distribution of lottery profits to sport be simplified by having less piecemeal allocation of funds to a large number of different programs.

The Provincial Governments of Western Canada

A number of suggestions are put forth for consideration by all of the western provinces. One such recommendation is that each provincial government establish an interdepartmental committee (e.g. Alberta Government Recreation Committee) or some other type of body, perhaps affiliated with the Premier's office, in order to coordinate all government leisure and recreation services including sport. The provincial governments in Western Canada develop legislative regulations in which assistance to sport-related programs is outlined in definitive, legal terms. Cooperation among the four western provinces intensify with efforts made to possibly share costs of joint programs (e.g. regional coaches, regional Western Canadian sports training centres for certain sports such as a skiing centre in Alberta or B.C., etc.). The Western Canadian provincial ministers meet at least annually and reinstitute the Western Canada Lottery Foundation Minister's Fund to the four western provinces. Finally, provincial governments give every consideration to gradually designate more sport program responsibilities to the private sector (i.e. provincial sports federations) by assuring these bodies an adequate funding source such as through lottery programs (e.g. Sask Sport Trust).

Other Recommendations

Efforts begin with the intent to produce a more coordinated and effective sport delivery system. In this regard, the federal level should use its soon-to-be released White Paper as an initial step in effecting reform to the sport system. Regular federal—provincial ministerial conferences be held in order to discuss and decide policy with the designation of responsibility clearly defined, formal agreements ratified by both levels of government and possibly even the inclusion of sport and recreation in future constitutional amendments. The Interprovincial Council for Sport and Recreation serve as the agency responsible for carrying out policy developed at the ministerial level. The entire lottery issue be examined in the hope of assessing the ramifications of this funding source on sport. To reduce the proliferation of lottery schemes in Canada, federal-provincial negotiations take place on the future of lotteries, especially Loto Canada after its 1979 termination date. The recommendation is to have only one major national lottery (as opposed to Loto Canada and the Provincial) in operation, and that the provinces receive a healthy percentage of the profits to spend on sport and recreation programs of their choice. Individual provincial lotteries (i.e. Western Express, Wintario, etc.) continue their operation under already established guidelines. The federal and the provincial governments ensure the input of the private sector in all major decision-making on sport. Furthermore, that a gradual relinquishing of power or "loosening of the reins" occur with the public sector turning over more of the responsibility for programming to the private sector. In this regard, there be less unilateral government decision-making and more joint government-private sector planning based on the concept of shared responsibility on a partnership basis.

Recommendations for Future Research

More specifically-focused investigations on each of the western provinces be undertaken. These might include an in-depth study on a certain time frame of provincial government involvement in sport (e.g. History of the Community Programmes Branch in B.C.) in which greater attention could be paid to social, economic and political factors as they affected provincial government involvement in sport; or else, specific program elements (e.g. provincial games, grant assistance to provincial sport associations, community recreation support, etc.) might be examined. Investigations on the history of other provincial governments, especially Quebec and the Atlantic Provinces, be undertaken. Other topics worthy of research include: examinations of individual components of the sport delivery system (e.g. municipal governments, multi-sport agencies, service clubs, churches, etc.); studies on the development of provincial sport delivery systems; and investigations on the history of federal-provincial-municipal relations in sport.

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APPENDICES

APPENDIX 1

RESEARCH METHODS AND PROCEDURES

RESEARCH METHODS AND PROCEDURES

All possible documentary analysis was completed in the home-base environment during the spring, summer and early fall of 1976. At the same time during this preliminary planning stage, two interview guides--one termed intraorganizational (i.e. within the primary sport agency), another labelled extraorganizational (i.e. outside of the primary sport agency)--were constructed, based on Moriarity's (1973) and Short's and Innes' (1971) Semi-Directed, Semi-Focused Interview Technique (see accompanying interview guides). To help in the construction of an interview guide, ideas were also taken from research by Broom (1971), Dinning (1974), Hallett (1976) and Semotiuk (1970). The constructed interview guide was then used in a small pilot study on four individuals, the purpose being to gain interviewing experience for the investigator as well as to provide input to aid in the modification of the instrument.

The process of selecting interviewees was planned in advance of the field research. This was accomplished by obtaining names from various government documents and annual reports, thesis committee members' suggestions, and by contacting key individuals in each of the provinces who served as judges by submitting lists of potential subjects. The final list of interviewees represented a wide variety of viewpoints including federal and provincial bureaucrats, politicians, municipal government recreation personnel and private sector sports and recreation administrators (both full-time employees and volunteer executives). These individuals were then contacted in advance for the purposes of outlining the investigation and soliciting their participation by means of an interview session (See three form letters).

After receiving replies back from potential interviewees, three major research trips were carried out: the first was a three and one-half week trip to Saskatchewan and Manitoba during November and December of 1976; the second was a one week excursion to Ottawa in December of the same year; and the third was a two and one-half week trip to British Columbia in January and February of 1977. Besides conducting interviews in each area, further documentary analysis and data collection was carried out in various legislative, university and government departmental libraries. For Alberta, use was made of a similar research methodology with the exception that it was handled over a longer period of time (January to March 1977), a situation made possible since Edmonton was the investigator's place of residence.

Following the major field research, the interviews were transcribed and writing of the study commenced in the spring of 1977. Throughout 1977 and early 1978, further data collection was carried out by telephone conversations and personal correspondence. In addition, a return trip was made to Regina and Winnipeg in December of 1977 and January 1978 respectively, in order to find out recent developments over the previous year and also to obtain specific information from selected individuals. Financial and time constraints did not permit a return trip to British Columbia although three telephone conversations and interviews were made to obtain an update. The time frame for this historical investigation basically terminated in early January, 1978.

INTERVIEW GUIDE (Intraorganizational)

(A) Introduction to Interviewee

(B) Background Data:

(i) Interview No.: (ii) Date: (iii) Location:

(iv) Name of Interviewee:

(v) Current Title:

QUESTIONS:

(C) Biographical Sketch:

☐ (i) Could you provide me with a biographical sketch of your involvement with the provincial government in the area of sport and fitness, including when you were first employed, changes in positions, etc.

(D) Objectives and Role:

☐ (i) What were the objectives and role of the (name the provincial agency) when you first became involved?

☐ (ii) Have these, in fact, changed over the years?

(E) Significant Events:

☐ (i) What were the significant events which contributed to the development of sport and fitness at the provincial government level?
☐ (a) Legislation? ☐ (b) Programs? ☐ (c) Government Changes? ☐ (d) Structural?

(F) Policy Formation and Implementation:

☐ (i) Could you describe the process of policy formation and implementation within the (name the provincial agency).
☐ (a) Who was responsible for its formation? ☐ (b) How was it implemented?

☐ (ii) Did this procedure vary or was it different over the years?

(G) Demand Articulators:

☐ (i) What individuals and organizations outside of government do you feel have had a significant influence on the development of sport and fitness at the provincial government level?

☐ (ii) Was this a strong and effective lobby?

(H) Trends:

☐ (i) What do you perceive as being some of the trends that occurred with respect to provincial government involvement in sport and fitness?

(I) Critical Issues and Problem Areas:

☐ (i) What were some of the critical issues and problem areas relative to provincial government involvement in sport and fitness?

☐ (ii) Could you outline your views on federal-provincial relations in the area of sport and fitness.

☐ (iii) What about interprovincial relations in this field? Western provinces?

(J) Specific Questions (Individually and Factually Oriented):

☐ (i)

☐ (ii)

☐ (iii)

(K) Conclusion

INTERVIEW GUIDE (Extraorganizational)

(A) Introduction to Interviewee

(B) Background Data:

(i) Interview No: (ii) Date: (iii) Location:

(iv) Name of Interviewee:

(v) Current Title:

QUESTIONS:

(C) Biographical Sketch:

☐ (i) Could you provide me with a biographical sketch of yourself outlining in what capacities you have had contacts and dealings with the provincial government in the area of sport and fitness (e.g. as an official of a sport governing body; serving on special committees, etc.)

(D) Objectives and Role:

☐ (i) What do you percieve as the objectives and role of the provincial government in sport and fitness?

☐ (ii) Have these, in fact, changed over the years?

(E) Significant Events:

☐ (i) What do you think were the significant events at the provincial government level which contributed to the development of sport and fitness in (name the Province)?
☐ (a) Legislation? ☐ (b) Programs? ☐ (c) Government Changes? ☐ (d) Structural?

(F) Demand Articulators:

☐ (i) What individuals and organizations outside of government do you feel have had a significant influence on the development of sport and fitness at the provincial government level?

☐ (ii) Was this a strong and effective lobby?

(G) Trends:

☐ (i) What do you perceive as being some of the trends that occurred with repect to provincial government involvement in sport and fitness?

(H) Critical Issues and Problem Areas:

☐ (i) What were some of the critical issues and problem areas relative to provincial government involvement in sport and fitness?

☐ (ii) What are your views on federal-provincial relations in the area of sport and fitness?

☐ (iii) What about interprovincial relations in this field? Western Provinces?

(I) Specific Questions (Individually and Factually Oriented):

☐ (i)

☐ (ii)

☐ (iii)

☐ (iv)

(J) Conclusion

DEPARTMENT OF PHYSICAL EDUCATION
FACULTY OF PHYSICAL EDUCATION AND RECREATION

Dear Sir:

This letter is written to seek your assistance with an investigation which we are currently undertaking. During the 1976-77 academic year, Mr. Richard Baka, a graduate student studying for a Ph.D. in Physical Education at the University of Alberta, began collecting data for a doctoral dissertation. This study basically centers around an historical analysis of provincial government involvement in sport in Western Canada (British Columbia, Alberta, Saskatchewan and Manitoba). Because of your past and/or current involvement with sport in your region, we would like to request a personal interview in order that Mr. Baka may be able to gather more data on this subject.

Mr. Baka's plans are to be in your area to collect data from November to and we hope that you could meet with him some time during this period. If you would like to correspond with us on this matter and suggest a tentative date and time for an interview this would be very helpful (see enclosed form and return envelope); otherwise, Mr. Baka will contact you while conducting research in your area.

Much preliminary work has already been completed on this project. However, your contribution to this study is critical to ensure a high quality of work and degree of completeness.

Thank you very much. Your assistance on this matter is greatly appreciated.

We remain, sincerely yours,

Richard Baka

R.G. Glassford
Professor and Chairman
Department of Physical Education
(Thesis Supervisor)

THE UNIVERSITY OF ALBERTA, EDMONTON, CANADA T6G 2H9

TO:

FROM: Richard Baka

FOR YOUR INFORMATION

Concerning the interview which I have requested, I would hope to pursue some of the areas which are briefly outlined below:

1. A biographical sketch of your involvement with the provincial government in the area of sport and fitness.
2. The objectives and role of the provincial government in sport and fitness and how this may have changed from a historical viewpoint.
3. The significant events (legislation; programs; government changes; structural changes;etc.) which contributed to the development of sport and fitness at the provincial government level.
4. The process of policy formation and implementation within the provincial government with respect to sport and fitness.
5. The effect of lobby groups on the provincial government.
6. Trends which occurred with respect to provincial government involvement in sport and fitness.
7. Critical issues and problem areas relative to provincial government involvement in sport and fitness.
8. A few specific, individually-oriented questions designed to obtain factual information or to clarify a certain issue.

REPLY FORM

To facilitate communication you may wish to fill out the following form and return it in the self-addressed envelope provided. Please check off the appropriate box, if applicable, and fill in the information requested.

☐ 1. I am willing to meet with Mr. Baka and have tentatively scheduled an appointment with him on the following date and time:

___ February at ______ A.M / P.M

☐ 2. An alternative date and time that I could meet with Mr. Baka in case of unavailability on his part, unforseen commitments of my own, etc., would be:

___ February at ______ A.M. / P.M.

☐ 3. Mr. Baka may contact me while conducting research in this area and set up an appointment at that time.

☐ 4. I am unable to meet with Mr. Baka on the dates suggested, however, I am willing to set up another appointment at a mutually acceptable time.

☐ 5. I will not be able to meet with Mr. Baka.

6. Other comments:

7. Name: ______________________________

Address: ______________________________

____

Phone No.: ______________

APPENDIX 2

DIAGRAMMATIC REPRESENTATIONS OF THE SPORT (DELIVERY) SYSTEM IN CANADA

FIGURE 38

The growing number of sport related agencies in both the public and private sectors in Canada often present a confusing picture to both administrators and participants alike, at all levels of sport involvement from local to national.

The sportsman is seldom aware of the vast network of organizations involved in the development of amateur sport, and as a result, most are unable to take full advantage of all the resource opportunities presently available.

The grid diagram is an attempt to visually relate the organizations responsible for, or involved in, amateur sport in Ontario and Canada.

The grid is understood if the margins (bottom, top and left side) are studied first. Generally speaking, the groups in the "Sport Support Sector" provide some programs or services in "support" of the agencies in the "Sport Program Sector". Their involvement with the sport participant is usually of a secondary nature.

Along the left-hand margin, the various levels of involvement are noted, starting at the bottom with the municipal or local level and proceeding up to international activity.

The sport involvement of any agency may be determined by locating it on the grid, then tracing vertically and horizontally to discover its possible connections with other organizations.

THE ORGANIZATION OF AMATEUR SPORT IN ONTARIO AND CANADA

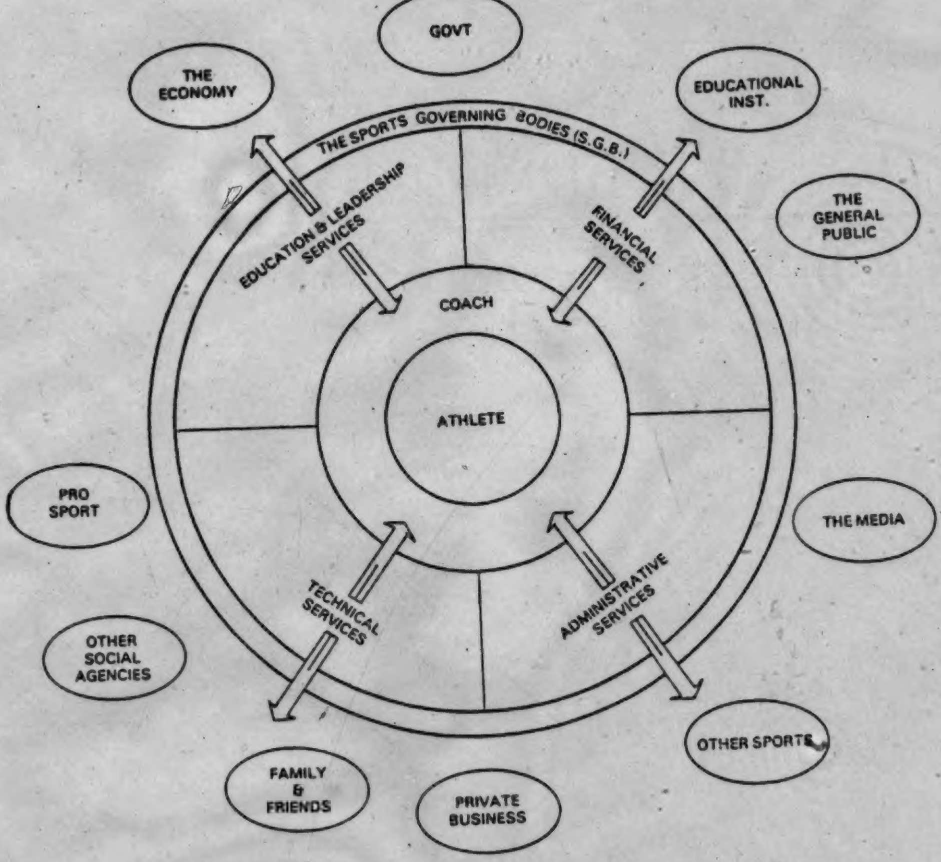
Douglas S. Cowan
Leisure Dimensions
1976

LEVEL	SPORT GOVERNING BODY	RECREATION AGENCIES	EDUCATION		GOVERNMENT	MULTI-SPORT AGENCIES	RESEARCH	BUSINESS	FITNESS
			Educational Athletics	Physical Education					
INTERNAT.	International S.G.B.'s eg. F.I.G. (Gymnastics) I.I.H.R. (Hockey) F.I.N.A. (Swimming) F.I.F.A. (Soccer)		World Student Games	International Congress of Health, Physical Education and Recreation (ICHPER)		International Olympic Committee (IOC) Pan-American Games British Commonwealth Games Pacific Conference Games Olympiad for the Physically Disabled	International Congress on Physical Activity. Sciences International Sociological Assoc. · Sociology of Sport Comm.		
NATIONAL	National S.G.B.'s (78) eg. C.A.S.A. (Swimming) C.A.H.A. (Hockey) C.G.F. (Gymnastics) C.S.A. (Soccer)	Canadian Parks/Recreation Association Y.M.C.A. Y.W.C.A. Red Cross	C.I.A.U. C.W.I.A.U. C.C.A.A. C.F.P.S.A.A.	CAHPER National Journals	Dept. of National Health & Welfare | Fitness & Amateur Sport Branch / \\ Sport Canada Recreation Canada	National Centre for Sport and Rec. Coaching Assoc. of Canada (C.A.C.) Sport Info. Resource Centre (S.I.R.C.) Canadian Olympic Association (C.O.A.) Sports Federation of Canada C.O.J.O. Canada Games	Canadian Congress on Leisure Research	Olympic Trust Canadian Sporting Goods Assoc. Equipment Facility O'Keefe Sport Foundation Health Clubs	Participaction Y.M.C.A. Y.W.C.A. C.A.H.P.E.R.
INTERPROV.			Ontario-Quebec College Championships		Provincial Directors Council	Western Canada Games			
PROVINCIAL (ONTARIO)	Provincial S.G.B.'s (80) eg. C.A.S.A. (Ontario Section) O.H.A. (Hockey) O.G.F. (Gymnastics) O.S.A. (Soccer)	Council of Presidents Ontario Recreation Society (O.R.S.) Ontario Municipal Recreation Assoc. (O.M.R.A.) Society for Directors of Municipal Recreation in Ontario (S.D.M.R.O.) Ontario Parks Association (O.P.A.) Ontario Arenas Association (O.A.A.)	O.U.A.A. O.W.I.A.A. O.C.A.A. O.F.S.A.A.	O.P.H.E.A. Committee of Directors of Athletics and Recreation (CODAR)	Ministry of Culture & Recreation | Sports & Fitness Division | Sports Services Branch	Canadian Council of Provincial Sports Federations Sport Ontario (Federation of Prov. S.G.B.'s) O.M.A. Sport Medicine Committee Ontario Sports Therapists Association Ontario Sports Administrative Centre Inc.	Ontario Research Council on Leisure · Task Force on Sport Research	Ontario Milk Marketing Board (Gymnastics) Pepsi (Curling) Health Clubs	O.P.H.E.A. Ontario Heart Foundation
REGIONAL	Provincial S.G.B.'s Districts/Regions eg. C.A.S.A. (Ontario Section) 10 O.H.A. - 3 Branches O.G.F. - 6 O.S.A. -14	Zones (O.M.R.A.) Area professional groups	University > Athletics College zones of O.F.S.A.A. eg. COSSA C. College Continuing Education Programs	degree programs (4 yr) diploma programs (2 yr)	Six Provincial Regional Offices- Ministry of Culture & Rec. Regional Government eg. Metropolitan Toronto Parks Department	Regional Sport Councils eg. N.E.O.S.C. (North Eastern Ontario Sports Council) N.W.O.S.C.			Regional Councils
MUNICIPAL	Local Associations Clubs Leagues Teams Individuals	Local Neighbourhood Associations Y.M.C.A. Y.W.C.A. Red Cross Apartment physical recreation facilities Boys' Club	High School Athletics	Physical Education Programs	Municipal Recreation Dept eg. London Parks and Rec. Dept.	Community Sport Councils eg. Etobicoke Sport Council		Fitness Institute Industrial Leagues Industrial Recreation Employee Fitness Health Clubs (Vic Tanny's)	Pilot Communities for Participaction (eg. Peterborough) Municipal Recreation Programs
SPORT PROGRAM SECTOR					SPORT SUPPORT SECTOR				

© LEISURE DIMENSIONS 1976

FIGURE 39

THE SPORT SYSTEM
THE SPORTS WORLD


GOVT
THE ECONOMY
EDUCATIONAL INST.
THE SPORTS GOVERNING BODIES (S.G.B.)
THE GENERAL PUBLIC
EDUCATION & LEADERSHIP SERVICES
FINANCIAL SERVICES
COACH
ATHLETE
PRO SPORT
THE MEDIA
TECHNICAL SERVICES
ADMINISTRATIVE SERVICES
OTHER SOCIAL AGENCIES
OTHER SPORTS
FAMILY & FRIENDS
PRIVATE BUSINESS

Source: Unification of Sport Report, 1976:11

FIGURE 40

CANADIAN SPORT STRUCTURE

TYPE/LEVEL	SPORT ASSOCIATION	MULTI-SPORT AGENCIES	EDUCATION/PROFESSIONAL AGENCIES		GOVERNMENT
International	International Sport Federations	e.g. I.O.C. G.A.I.F. Commonwealth Federation	F.I.S.U.	I.C.H.P.E.R. I.C.S.P.E. F.I.M.S.	(U.N.E.S.C.O.)
National	National Sport Governing Bodies e.g. C.A.H.A. C.F.S.A. C.S.A. Games Association	Canada Games Council Sports Federation of Cda Canadian Olympic Assoc. Aquatic Federation of Cda National Sport and Recreation Centre	C.I.A.U. C.W.I.A.U. C.C.A.A. C.F.P.S.A.A.	C.A.H.P.E.R. C.A.S.S. C.A.S.M. C.A.C.	Ministry for Fitness and Amateur Sport
Inter-Provincial	Regional Branches	Western Canada Games	University Athletic Conferences	A.H.P.E.R.	Provincial Directors Council
Provincial	Provincial S.G.B.	Provincial Sports Federation	Provincial University Community & High School Association	Branches of Professional Organization	Provincial Ministries for Sport
Regional	Zone / regional	Regional Sport Councils	University & Colleges Regional School Districts High Sch.Athletic Assoc. Regional / Zones		Provincial Regional offices
Local Community	Clubs	Municipal / Community	High School Phys.Ed.	Community Colleges Schools	Municipal Recreation Dept/Council/Commission

Source: Bedecki, 1976

FIGURE 41

CANADIAN SPORT STRUCTURE

	FITNESS/SPORTS/ RECREATION PROFESSIONAL ASSOCIATIONS	SPORT GOVERNING BODIES	RECREATION AGENCIES	FITNESS	MULTISPORT AGENCIES	PRIVATE SECTOR BUSINESS/ INDUSTRY	EDUCATION		GOVERNMENT
							EDUCATIONAL ATHLETICS	PHYSICAL EDUCATION	
INTERNATIONAL		International Sports Federations			International Olympic Committee Pan-Am Games British Comm. Games Pacific Conf. Games Olympiad for the Phys. Disabled		World Student Games	ICPHER	UNESCO
NATIONAL		National Sports Governing Bodies (78) Games Association	Canadian Parks & Recreation Assoc YMCA-YWCA Red Cross Canadian Youth Hostels	Participaction YMCA - YWCA CAHPER	National Ctr. for Sport & Recreation Coach. Assoc. of Canada Sport Info Resource Centre Can.Olympic Assoc. Sports Fed. Canada Canada Games		CIAU CWIAU CCAA CFPSAA	CAHPER	Fitness and Amateur Sport Branch Other Federal Agencies eg. DINA - Parks Canada ITC - Tourism
PROVINCIAL		Provincial Sports Governing Bodies	Council of Presidents Adv.Rec. Society Prov. Municipal Rec. Society Prov. Parks Assoc Prov. Arenas Assoc.	Prov. PHEA Prov. Heart Foundation	Fed. of Prov. Sport Governing Bodies Sport Med. Comm. Prov.Sports Therapists Assoc. Prov. Sport Admin. Centre	Industry Sponsor & Clubs and Leagues Health Clubs	Prov. UAA Prov. WIAA Prov. CAA Prov. FSAA	Prov. PHEA Committee of Directors of Athletics and Recreation	Prov. Ministry of Culture and Recreation, Sports and Fitness
REGIONAL AND LOCAL		Local Associations Clubs Leagues Teams	Local Neighbourhood Assoc. YMCA - YWCA Red Cross	Municipal Recreation Programs Pilot Communities for Participaction	Arctic Games Northern Games Western Canada Games	Fitness Institute Industrial leagues Industrial Rec. Employee Fitness Health Clubs	University Athletics College Continuing Education High School Athletes	Degree and Diploma Programs Physical Education Program	Regional Prov. Govt. Offices Municipal Parks/ Recreation Department
INDIVIDUAL	PARTICIPATION								

Source: Bedecki, 1976

APPENDIX 3

PROVINCIAL GOVERNMENT LEGISLATION AFFECTING SPORT

1944

CHAPTER 77

An Act for the Purpose of promoting Physical Fitness.

[Assented to April 1, 1944.]

HIS Majesty, by and with the advice and consent of the Legislative Assembly of Saskatchewan, enacts as follows:

1. This Act may be cited as *The Physical Fitness Act, 1944*. **Short title**

2. In this Act the expression: **Interpretation**

1. "council" means the Saskatchewan Council on Physical Fitness created by this Act; **"council"**

2. "department" means the Department of Public Health; **"department"**

3. "minister" means the Minister of Public Health. **"minister"**

3. This Act shall be administered by the department. **Administration of Act**

4. The department shall take such measures as are deemed necessary for the purpose of promoting the physical fitness of the people of Saskatchewan and in particular shall co-operate with the National Council on Physical Fitness established under *The National Physical Fitness Act (Canada)*. **General duties of department**

5. For the purpose of this Act the department may: **Powers**

(*a*) assist in the extension of physical education in educational and other establishments;

(*b*) encourage, develop and correlate all activities relating to physical development of the people through sports, athletics, and other similar pursuits;

(*c*) provide for the training of teachers, lecturers and instructors in the principles of physical education and physical fitness;

(*d*) organize activities designed to promote physical fitness and provide facilities therefor;

(*e*) co-operate with organizations in Saskatchewan engaged in the development of the physical fitness of the people; and

(*f*) make such other provision for the promotion of physical fitness as the Minister may deem advisable or as may be recommended by the council.

Council on physical fitness **6.**—(1) There shall be a council to be called the Saskatchewan Council on Physical Fitness which shall consist of not less than ten nor more than twenty members.

(2) Subject to subsection (3), the members of the council shall be appointed by the Lieutenant Governor in Council and shall hold office during pleasure.

(3) The Deputy Minister of Public Health shall be a member of the council and shall be chairman thereof.

Source: Statutes of Saskatchewan, 1944

(4) The council may appoint an acting chairman with power to act in the absence of the chairman or in case the chairman is unable to perform his duties by reason of illness or for any other cause.

(5) The members of the council shall be paid their travelling and hotel expenses while attending meetings of the council and shall in addition receive such per diem allowance for attendance at meetings as is determined by the Lieutenant Governor in Council.

(6) The existing or continuing members of the council shall have and may exercise all the powers, duties and functions of the council notwithstanding any vacancy in the membership thereof.

(7) A majority of the members of the council may exercise the powers, perform the duties and discharge the functions of the council.

Duties of council

7. The council shall:

(*a*) consider proposals by the National Council on Physical Fitness respecting the development of a programme for the promotion of physical fitness;

(*b*) report on such proposals to the minister and make recommendations to him as to how such proposals can best be applied in Saskatchewan;

(*c*) recommend to the minister any other activities which would, in its opinion, promote physical fitness among the people of Saskatchewan;

(*d*) recommend to the minister suitable persons who might be trained as teachers, lecturers or instructors in the principles of physical education and physical fitness;

(*e*) consider proposals submitted to it by the minister and make recommendations thereon to him;

(*f*) perform such other duties for the purpose of this Act as may be designated by the minister.

Reports

8. The reports and recommendations of the council shall be made to the minister at such times and in such manner as the council may deem advisable or as the minister may require.

Appointment of officers, clerks, etc.

9. Subject to the approval of the Lieutenant Governor in Council, the council may appoint a secretary and such other assistants as may be deemed necessary for the purposes of the council.

Expenses of administration

10. All expenses of the administration of this Act shall be paid out of such moneys as may be from time to time appropriated by the Legislature for the purpose.

Regulations

11. The Lieutenant Governor in Council may make regulations for the purpose of carrying out the provisions of this Act according to their true intent.

Coming into force

12. This Act shall come into force on a date to be named by proclamation of the Lieutenant Governor.

CHAPTER 22

An Act respecting Fitness and Amateur Sport.

[Assented to May 1st, 1962]

HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Manitoba, enacts as follows:

Short title. **1.** This Act may be cited as: "The Fitness and Amateur Sport Act".

Definitions: **2.** In this Act

"amateur sport", (*a*) "amateur sport" means any athletic activity that is engaged in solely for recreation, fitness, or pleasure and not as a means of livelihood;

"council", (*b*) "council" mean The Manitoba Advisory Council on Fitness and Amateur Sport established under section 6;

"fitness", (*c*) "fitness" means the physical and mental condition of an individual that enables him to function at his best in society;

"minister", (*d*) "minister" means the Minister of Welfare;

"municipality", (*e*) "municipality" includes The Metropolitan Corporation of Greater Winnipeg.

Authority to undertake projects, etc., re fitness and amateur sport. **3.** (1) The government may, as herein provided, and subject to the limitations and conditions herein set out, take such measures, undertake such projects and programs, and do such things as it may deem advisable to promote, encourage and develop the fitness of and the engaging in amateur sport by, the people of the province.

Idem. (2) Without limiting the generality of subsection (1), the government may

(*a*) provide for the training of coaches, leaders, trainers, and other personnel required for the purposes of this Act;

(*b*) assist, co-operate with, and enlist the aid of, any person or group of persons interested in fitness and amateur sport in the province;

(*c*) provide services to promote, encourage, or develop fitness or amateur sport in the province or assist others to provide such services; and

(*d*) receive grants or contributions from any municipality, person, firm or organization for the purposes of this Act and may expend the grants and contributions for those purposes.

Grants. **4.** The Provincial Treasurer, with the approval of the Lieutenant-Governor-in-Council, may pay grants

(*a*) to a municipality; or

(*b*) to any agency; or

(*c*) to any organization;

Source: Manitoba Statutes, 1961-62

that carries on activities to promote, encourage, or develop fitness or amateur sport or both in Manitoba to be used for those purposes.

Agreements authorized.

5. The minister, with the approval of the Lieutenant-Governor-in-Council, may enter into agreements on behalf of the government with the Government of Canada or a minister thereof authorized for that purpose, to provide for the payment by the Government of Canada to the government of contributions in respect of costs incurred by the government in undertaking programs designed to promote, encourage and develop fitness and amateur sport.

Council established.

6. (1) There is hereby established a council which shall be known as: "The Manitoba Advisory Council on Fitness and Amateur Sport".

Membership.

(2) The council shall consist of not more than twenty members appointed by the Lieutenant-Governor-in-Council.

Term of office.

(3) A member of the council shall be appointed for such term, not exceeding three years, as the Lieutenant-Governor-in-Council may determine.

Chairman and vice-chairman.

(4) The Lieutenant-Governor-in-Council shall designate one member of the council to be chairman of the council and one member to be vice-chairman.

Quorum.

(5) A majority of the members of the council constitute a quorum thereof, and a vacancy in the membership of the council does not impair the right of the remaining members to act.

Absence or incapacity.

(6) In the event of the absence or temporary incapacity of a member of the council, the Lieutenant-Governor-in-Council may appoint a person to act in his stead during the absence or incapacity.

Rules of procedure.

(7) Subject to the approval of the Lieutenant-Governor-in-Council, the council may make rules for regulating its proceedings and the performance of its duties and functions, and may provide therein for the delegation of any of its duties to a special or standing committee of its members.

Reappointment of members.

(8) A member of the council is eligible for reappointment for a second consecutive term of office but he is not eligible for reappointment for a third or subsequent term of office as a member of the council unless at least one year has elapsed since the expiry of any previous term of office as a member of the council.

Expenses of members.

7. Each member of the council may be repaid the amount of such travelling and other out-of-pocket expenses necessarily incurred by him in discharging his duties as a member of the board as may be approved by the Comptroller-General.

Reference to council.

8. (1) The minister may refer any question or matter relating to fitness or amateur sport or both to the council for its consideration and advice.

Duties of council.

(2) The council shall consider and advise the minister on

(*a*) all questions and matters referred to it by the minister under subsection (1); and

(*b*) such other matters relating to the operation of this Act and the projects, programs, measures and things done or undertaken under this Act as the council sees fit.

Minister of Welfare.

9. The Minister of Welfare is charged with the administration of this Act.

Co-operation of other departments, etc.

10. The minister may co-operate with, or enlist the co-operation of, any department, branch or agency of the government carrying out or administering projects, programs, or activities, relating to fitness and amateur sport.

Expenditures from Consolidated Fund.

11. All expenditures and grants made under this Act shall be paid from and out of the Consolidated Fund with moneys authorized by an Act of the Legislature to be so paid and applied.

Staff.

12. Such officers and employees as may be required for the proper administration of this Act may be appointed as provided in The Civil Service Act, and every person so appointed shall

(*a*) as may be prescribed by the Lieutenant-Governor-in-Council, discharge the duties of, and hold, any office authorized by law; and

(*b*) be paid a salary or other remuneration as provided by law.

Regulations.

13. For the purpose of carrying out the provisions of this Act according to their intent, the Lieutenant-Governor-in-Council may make such regulations and orders as are ancillary thereto and are not inconsistent therewith; and every regulation or order made under, and in accordance with the authority granted by, this section has the force of law; and without restricting the generality of the foregoing, the Lieutenant-Governor-in-Council may make such regulations and orders, not inconsistent with any other provision of this Act,

(*a*) prescribing the manner of and limitations on the making of grants;

(*b*) excluding certain matters or activities from the definition of "fitness" or of "amateur sport";

(*c*) prescribing qualifications of persons eligible to receive assistance in training as coaches, leaders, trainers, or other personnel required for the purposes of this Act.

Commencement of Act

14. This Act comes into force on a day fixed by proclamation.

GOVERNMENT OF THE PROVINCE OF ALBERTA

The Recreation Development Act

GRANT REGULATIONS (AMATEUR SPORT and PROVINCIAL RECREATION ASSOCIATIONS)

Alberta Regulation 133/74
with amendments up to and including April 30, 1975

OFFICE CONSOLIDATION

THE RECREATION DEVELOPMENT ACT

GRANT REGULATIONS

(AMATEUR SPORT AND PROVINCIAL RECREATION ASSOCIATIONS)

1. These regulations may be cited as "The Recreation Development Grant Regulations (Amateur Sport and Provicial Recreation Associations)". [A.R. 133/74]

2. In these regulations

(a) "grant year" means the calendar year in respect of which a grant is paid in accordance with these regulations;

(b) "international championship" means an event or series of events

(i) that is open for competition among individuals or teams representing independent sovereign states in an amateur sport or recreational activity;

(ii) that decides, for the next ensuing year or series of years, the champion in that amateur sport or recreational activity;

(c) "international competition" means an event or series of events that is open for competition to persons or teams representing Canada, Alberta, or any autonomous or semi-autonomous state or realm but is not an international championship;

(d) "national championship" means an event or series of events

(i) that is open for competition to all persons in Canada or a class thereof who participate in an amateur sport or recreational activity, and

(ii) that decides for the next ensuing year the champion for Canada in that sport or recreational activity,

and includes any competition staged for the purpose of selecting individuals or teams to represent Canada at an international championship;

(e) "national competition" means an event or series of events that is open for competition to persons or teams representing the provinces of Canada but is not a national championship;

(f) "provincial recreation association" means a corporation that

(i) is incorporated under a special Act of the Legislature, or *The Societies Act*, or Part 9 of *The Companies Act*,

(ii) has provision in the Act establishing it, or in its bylaws, or in its memorandum of association requiring or enabling it to promote and advance an amateur sport or other recreational activity,

(iii) is recognized by the Minister as the representative of persons generally in the province who participate in the sport or recreational activity of the provincial recreation association, and

(iv) is affiliated with the body, if any, recognized by the Minister as representing persons generally in Canada who participate in the sport or recreational activity of the provincial recreation association;

(g) "the sport of the provincial recreation association" and "the recreational activity of the provincial recreation association" mean the sport and recreational activity, respectively, that the provincial recreation association is enabled or required to develop and advance pursuant to the Act incorporating the provincial recreation association, or the bylaws, or the memorandum of association filed by that provincial recreation association with the Registrar of Companies under *The Societies Act* or *The Companies Act*, as the case may be;

(h) "Western Canadian Championship" means an event or series of events

(i) that is open for competition to persons or teams representing the Provinces of Alberta, British Columbia, Manitoba, Saskatchewan, the Northwest Territories and the Yukon Territory in an amateur sport or recreational activity;

(ii) that decides, for the next ensuing year, the champion in that sport or recreational activity.
[A.R. 133/74; 83/75]

3. (1) A provincial recreation association may make application to the Minister for a grant by completing the form prescribed for the purpose by the Minister and submitting the completed form to the Minister

(a) in the case of an application for a grant under section 4 or 5, not later than May 15th in the grant year,

(b) in every other case not later than thirty days after the happening of the event or the completion of the journey in respect of which the grant is requested.

(2) Notwithstanding subsection (1), clause (a), the Minister may accept an application for grant in respect of the 1974 grant year not later than July 15, 1974.

(3) A provincial recreation association making application under subsection (1) shall submit to the Minister with its application

(a) a statement of the program in the sport or recreational activity the provincial recreation association intends to carry out if the application for grant is approved,

(b) a statement of the purpose for which the grant money is required,

(c) a certified copy of

  (i) the application for incorporation and the by-laws of the organization as registered with the Registrar of Companies where the association is a society incorporated under *The Societies Act* of Alberta, or

  (ii) the memorandum and articles of the organization as registered with the Registrar of Companies where the organization is a company incorporated under Part 9 of *The Companies Act* of Alberta,

unless, in either case, the required documents were submitted in support of an earlier application and no change has been made thereto, and

(d) such other information as the Minister may require to enable him to determine if the applicant is entitled to a grant.

(4) Repealed A.R. 83/75. [A.R. 133/74; 83/75]

4. (1) The Minister may pay to a provincial recreation association that makes application therefor under section 3, subsection (1), clause (a), a grant not exceeding $3,000.00.

(2) Repealed A.R. 83/75.

(3) The grant money paid out under subsection (1) shall be used by the provincial recreation association receiving the grant to assist the association in defraying the administrative expenses it incurs in the grant year in promoting and advancing the sport or recreational activity of that provincial recreation association.

(4) For the purposes of subsection (3), "administrative expenses" include

(a) the payment of reasonable salaries, wages and travelling and subsistence allowances to staff,

(b) the rental and purchase of recreational facilities and equipment used by the association,

(c) the payment of office expenses, such as the rent for the office and the purchase of paper, stamps and similar supplies,

(d) the payment of expenses incurred in

  (i) staging provincial championships and competitions,

  (ii) advertising the programs of the association,

  (iii) training and developing leaders, officials, trainers and participants in the sport or recreational activity of the provincial recreation association,

(iv) sending leaders, executives and officials to seminars, courses, conventions and similar events. [A.R. 133/74; 83/75]

5. (1) In addition to any grant payable under section 4, the Minister may pay to a provincial recreation association a grant not exceeding $2,000.00 in any grant year to enable that association to defray the expenses incurred by the association in sending individuals and teams to represent Alberta at interprovincial competitions in the sport of the association.

(2) For the purposes of this section, an interprovincial competition is a competition to which are invited individuals and teams representing no more than four provinces in Canada and includes any Western Canadian championship. [A.R. 133/74]

6. (1) In addition to any grant payable under sections 4 and 5, the Minister may pay to a provincial recreation association

(a) a grant not exceeding $1,000.00 in any grant year to assist that association in defraying the expenses of staging a national championship or conference, and

(b) a grant not exceeding $500.00 in any grant year to assist that association in defraying the expenses of staging a Western Canadian championship or conference

in the sport or recreational activity promoted and advanced by that provincial recreation association.

(2) For the purposes of subsection (1), the expenses of staging a national championship, Western Canadian championship or conference do not include

(a) the sanction fee charged to the provincial recreation association by the national organization,

(b) the cost of awards, banquets and other social functions. [A.R. 133/74; 83/75]

7. (1) Any grant payable under this section is in addition to any grant payable under sections 4, 5 or 6.

(2) The Minister may pay to a provincial recreation association to assist that association to defray expenses incurred by that association in sending an individual or team to represent Alberta or Canada at a national or international championship in the sport of that provincial recreation association, a grant not exceeding in respect of any such championship

(a) $2,000.00, or

(b) 25% of the travel expenses paid by the association, or

(c) 25% of the return air fare at economy rates,

whichever is the least amount.

(3) The Minister may pay to a provincial recreation association to assist that association to defray expenses incurred by that association in sending an individual or a team to represent Alberta or Canada at a national or international competition in the sport of that provincial recreation association, a grant not exceeding, in respect of each such competition,

(a) $2,000, or

(b) 10% of the travel expenses paid by the association, or

(c) 10% of the return air fare at economy rates,

whichever is the least amount.

(4) Where he finds that Her Majesty the Queen in right of Canada or the council of a municipality pays all or part of the expenses of the individual or team in respect of whom the grant is requested, the Minister may

(a) decline to pay a grant, or

(b) reduce the amount of any grant under subsection (2) or (3). [A.R. 133/74]

8. (1) Not later than February 15th in the year immediately following the grant year, a provincial recreation association shall submit to the Minister an audited statement setting out the receipts and disbursements of the association during that grant year and a statement of the assets and liabilities of the association at the end of that grant year.

(2) The Minister or his representative authorized for the purpose may inspect and examine the books, accounts, documents and records of a provincial recreation association that has received a grant for the purpose of ascertaining if the grant monies have been properly expended.

(3) Where the Minister

(a) does not receive the statement required by subsection (1), or

(b) considers that the statement is inadequate for his purposes,

he may decline to pay to that association all or part of any future grants that may be payable to that association.

[A.R. 133/74]

9. Repealed A.R. 83/75.

10. (1) In addition to any other grant payable under these regulations, the Minister may pay to a provincial recreation association or to any municipality, organization, public body or person, a grant under this section to support the provision of special recreation services approved by the Minister or to fill special needs.

(2) Unless the Lieutenant Governor in Council approves, the aggregate of grants payable to any provincial recreation association, municipality, organization, public body or person under subsection (1) shall not exceed $5,000.00 in any grant year. [A.R. 133/74]

11. Repealed A.R. 83/75

12. In order to determine whether any grant monies paid by the Minister under these regulations have been properly expended the Minister may, at any time,

(a) require further examinations of and reports from any provincial recreation association or from the auditor who has examined the books of the association, and

(b) authorize the Provincial Auditor or his representative to examine and report on the books and records of any provincial recreation association.

[A.R. 133/74]

13. Where the Minister is not satisfied that all or part of any grant money paid out under these regulations has been properly expended by the recipient of the grant money, he may decline to pay to that recipient all or part of any future grant. [A.R. 133/74]

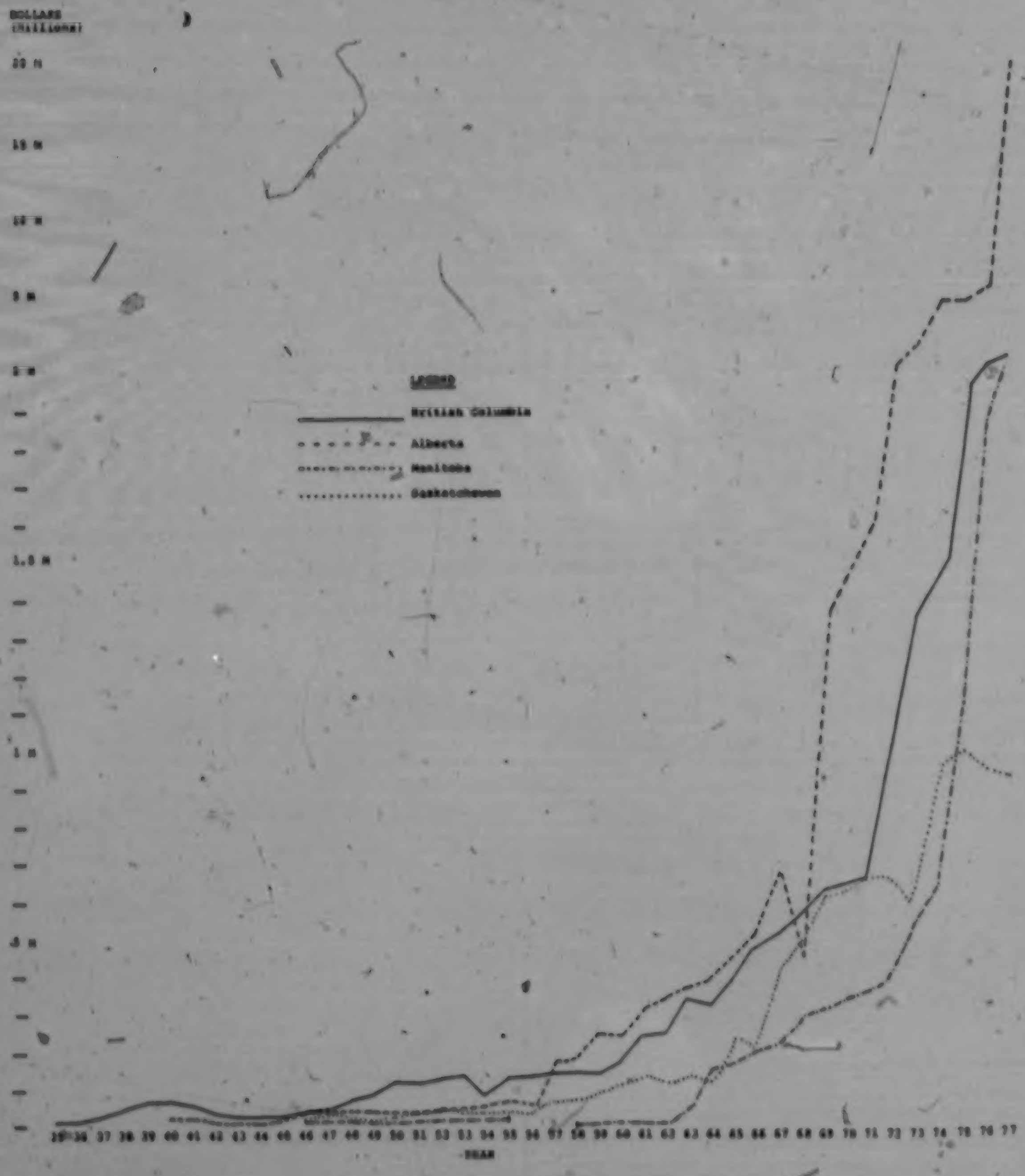
14. Division C, clauses (a), (b) and (c) and Division D of Alberta Regulation 198/68 are rescinded. [A.R. 133/74]

APPENDIX 4

GROWTH OF WESTERN CANADIAN PROVINCIAL GOVERNMENT SPORT AGENCIES' ANNUAL BUDGETS

FIGURE 42

GROWTH OF WESTERN CANADIAN PROVINCIAL GOVERNMENT SPORT AGENCIES' ANNUAL BUDGETS



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	(ii) "Canadian Federal Government Policy and the 1976 Summer Olympics," CAHPER Journal, March-April, 1976
	(iii) "Political Aspects of Canadian Participation in the Commonwealth Games, 1930-1978," in joint authorship with D. Hoy. CAHPER Journal, March-April, 1978